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AUTHOR McManis, Michael A.; And Others  
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## ABSTRACT

A study was conducted to examine the delivery of off-campus and out-of-district instruction in Missouri during fiscal year (FY) 1988. For the purposes of the study, "off-campus" referred to those courses offered by a four-year college at a location other than its principal campus, and "out-of-district" referred to courses offered by public two-year colleges beyond their district boundaries. Although the state has a policy framework that conceptually addresses questions of need, resource utilization, institutional mission, and quality programming, there are few constraints on out-of-district and off-campus programming beyond those imposed by the colleges themselves. Study findings, based on the FY 1988 annual out-of-district course survey of two-year colleges, as well as a special survey of four-year institutions, included the following: (1) between 1979 and 1988, course offerings increased 746.8% and enrollment increased 517.4%; (2) nearly 40% of the 440 sites where courses were offered had no laboratories, libraries, advising/counseling services, or other instructional support resources; (3) public four-year institutions used regular faculty for 51.9% of their courses, while public two-year colleges and independent institutions used regular faculty for only 8.6% of their classes; (4) at least some off-campus or out-of-district courses were offered for college credit in 82 of Missouri's 114 counties; (5) while two-year colleges tended to operate within their district or in areas adjacent to it, four-year public and independent colleges operated at a combined total of 122 sites located at least 100 miles from the main campus; and (6) for most of the public institutions, out-of-district and off-campus instruction provided a surplus of funds, although most institutions also had individual sites reporting deficits. Based on study findings, it was concluded that most Missouri citizens had reasonable access to postsecondary education, that issues of efficiency were not necessarily adequately considered in off-campus programming, and that research on quality control was needed. Recommendations, survey instruments and data are included. (JMC)

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# The Invisible Campus:

## Off-campus and Out-of-district Instruction in Missouri

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Fiscal Year 1988

Missouri Coordinating Board for Higher Education  
June 1989

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**Professional staff responsible for report:**

Michael A. McManis, *Associate Commissioner  
for Planning and Academic Programs*  
Robert Stein, *Senior Associate for Planning  
and Academic Programs*  
Alan Contreras, *Research Associate*

Coordinating Board for Higher Education  
101 Adams  
Jefferson City, Missouri 65101

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## FOREWORD

**Judy Vickrey**  
**Interim Commissioner of Higher Education**

A major public policy goal of the Coordinating Board for Higher Education is to provide financial access for Missouri citizens to the system of higher education. In addition to this financial dimension access is also influenced by a number of other factors. For many potential students in traditional age groups, institutional admission criteria and academic standards are also primary concerns when thinking about further education after high school. For many others, particularly working adults, access includes yet another fundamental component -- time. It is this latter factor, time, which is the driving force behind the very rapid expansion of off-campus and out-of-district instruction in Missouri.

For the potential adult student living some distance from the nearest college, having the money and the intellectual ability to attend college is not necessarily sufficient if there is not enough time to get there and back, let alone live there for months or years. For a willing learner who must work full-time and help support a family, classes offered in the evening at locations close to home are a critical part of the definition of access. For an industrial worker at a plant far from the nearest college, on-site training and skill improvement provide personal and professional growth opportunities not otherwise available.

However, access alone serves no purpose unless the programs are educationally sound. There is no room in Missouri for programs -- on-campus or off-campus -- that do not strive to provide the best education possible. Off-campus and out-of-district education must be held to the same standards of excellence as traditional on-campus programs.

This report includes a wealth of data about enrollment, sites, services, faculty, finances, and other aspects of programming offered off-campus or out-of-district during FY 1988. This information is based on surveys of off-campus and out-of-district courses offered by both public and independent institutions in Missouri. This compilation provides a vivid picture of the extent of urban and rural course offerings and the relative roles of both public and independent institutions. It also offers insight into those regions of the state that are not served by these programs as well as those that may have an excess of offerings.

As policy makers consider the many issues involved in how best to provide off-campus and out-of-district instruction, they will inevitably face the question of choice versus efficiency. Off-campus instruction in some regions of the state is characterized by a wide array of both public and independent institutions competing with limited resources to offer similar courses to a few students. This situation may provide students with a choice of several similar programs, but at what cost in the efficient use of limited resources? Furthermore, as the

competition for students intensifies, institutions are increasingly vulnerable to pressure to reduce costs and academic standards in ways that can seriously erode the quality of their offerings. This report does not propose to resolve these problems, but rather provides a factual basis from which further study and the development of public policy alternatives can proceed.

It is imperative that future planning efforts for off-campus and out-of-district instruction acknowledge and embrace the potential influence of major technological changes on the delivery of higher education services. Advancements in telecommunications create the possibility of providing extensive course availability to, if not every living room, at least every community. Both public and independent institutions in the state have begun experimental programs to provide courses via satellite to local schools far from the originating institution. This capability and related technological advances will soon become more common. The use of these technological advances to address Missouri's need for expanded off-campus higher education opportunities must be consistent with the Coordinating Board's public policy goal of promoting quality as defined by institutional purpose and as measured by institutional outcomes.

Policies that were adequate when they were developed ten years ago have been overtaken by both technological change and the extraordinary expansion of off-campus and out-of-district instruction in Missouri. It is time for a comprehensive re-evaluation of off-campus and out-of-district instruction offered at remote sites throughout the state. Such a thorough re-examination is essential in order to maintain both access and quality in what has become a substantial component of Missouri's higher education network. Only by acknowledging and understanding this change can it be effectively guided in directions that will serve the best interests of the citizens of Missouri.

Jefferson City  
June 1989

## COORDINATING BOARD FOR HIGHER EDUCATION

# **The Invisible Campus: Off-campus and Out-of-district Instruction in Missouri, Fiscal Year 1988**

## **Executive Summary**

### **Introduction**

In 1977 the Coordinating Board appointed a Task Force on Off-campus Instruction to examine issues about duplication of services, resource utilization, and quality controls on instructional programming. A year later the CBHE adopted the report of this Task Force that established guidelines to ensure reasonable standards of programmatic quality and also called for the creation of regional coordinating councils to resolve duplication issues. Owing to a variety of circumstances, the regional coordinating councils ceased functioning after several years, and the guidelines established by the Task Force have subsequently not been monitored and have gradually fallen into abeyance.

This report, The Invisible Campus: Off-campus and Out-of-district Instruction in Missouri, Fiscal Year 1988, is an examination of the delivery of off-campus and out-of-district instruction in Missouri in the context of the Coordinating Board's public policy goals; its current academic and fiscal policies and procedures; and the opportunities and constraints fostered by the current educational environment. Data used for this report are based on the FY 1988 annual out-of-district course survey of two-year public institutions as well as a special survey of four-year institutions. For the purposes of this study, "off-campus" courses mean those courses offered by a four-year institution at a location other than its principal physical campus. The term "out-of-district" refers to courses offered by a public two-year institution beyond its district boundaries.

### **Current Policy Environment**

Current statutes and CBHE policies establish a procedure for coordinating out-of-district course offerings by public two-year institutions. Section 163.191.3 RSMo requires Coordinating Board approval of all courses offered by public community colleges beyond their district boundaries. No such coordination is now required by statute or CBHE policy for four-year institutions. The only other oversight function for off-campus instruction exercised by the CBHE concerns degree programs offered off-campus or out-of-district which must be reviewed on a site specific basis prior to implementation. For public institutions CBHE approval must be received to implement new external degree programs while for independent institutions the Board's recommendations are advisory only.

Under existing Coordinating Board policy, off-campus and out-of-district instruction is generally expected to be self-supporting except as provided by explicit Board actions and institutional agreements. However, implementation of the statutes associated with HB 1456 (Section 163.191.3 RSMo and Section 173.030.(4) RSMo) will provide in the future the potential for funding by the General Assembly of selected off-campus and out-of-district activity.

Although the Board has a policy framework that conceptually addresses questions of need, resource utilization, institutional mission, and quality programming, it appears that the day-to-day operating environment for Missouri institutions, particularly the four-year institutions, is essentially an open market with few constraints other than the limits imposed by the institutions themselves.

### Highlights from the Survey Findings

- By FY 1988 course offerings had increased 746.8 percent and enrollment had increased 517.4 percent from 1979 when both were last surveyed.
- In FY 1988 courses were offered at 440 sites, including 324 used by the public institutions (298 for four-year; 26 for two-year) and 116 by the independent institutions.
- Nearly 40 percent of the sites (38.9 percent) had no instructional support resources such as laboratories, libraries, or advising and counseling services. Among public institutions, support resources were not provided at 40.7 percent of all sites while independent institutions provided no resources at 33.6 percent of their sites. Of those sites where instructional support resources were available to students, institutions usually provided only one or two services, such as library access or advising. While the correlation is not perfect, in the public sector the large proportion of sites offering only one course (54.7 percent) partially accounted for the number of sites with no resource support.
- Public four-year institutions used regular faculty for 51.9 percent of their course assignments. Both the public two-year and independent institutions used regular faculty for only 8.6 percent of their classes.
- Eight public two-year sites and 12 public four-year sites currently without recognition as a residence center were identified as potentially satisfying the Coordinating Board's current guidelines defining a residence center.
- Of Missouri's 114 counties (counting St. Louis City and St. Louis County as one entity), 82 received at least some off-campus or out-of-district course activity offered for credit, representing a 17.1 percent increase in coverage since 1979. At the same time no off-campus or out-of-district courses were offered in 32 counties; however, eight of these 32 counties had either four-year campuses located within

the county or were at least partially within the district boundaries of public two-year institutions.

- Three counties (Jackson, St. Charles, and St. Louis) had from 10 to 15 institutions offering off-campus instruction within their boundaries. Another 5 counties (Clay, Cole, Greene, Jasper, and Pulaski) had from 5 to 8 institutions providing off-campus offerings.
- There were 76 sites used by four-year public institutions for off-campus courses which were 100 miles or more from the home campus. The corresponding figure for independent institutions was 46 sites. Most two-year institutions, however, remained near their district boundaries, and several served primarily out-of-district "pockets" immediately adjacent to district boundaries.
- For most of the public institutions out-of-district and off-campus instruction provided a surplus of funds, which in some cases was in excess of \$140,000. (It should be noted, however, that indirect costs and administrative overhead were not included in these data.) Nevertheless, most public institutions had some individual sites that reported an excess of expenditures over revenues although many of these instances involved less than \$1,000. All Southeast and Northeast sites showed an operating surplus.

### **Issues Affecting Public Policy Goals**

#### **Access**

Most Missouri citizens had reasonable access to some postsecondary educational opportunities. Important points that support this finding include the following.

- The distribution of institutions throughout the state of Missouri suggests that a great majority of citizens who are willing to travel 50 miles have access to a comprehensive set of baccalaureate programs offered by public four-year institutions. This access is, however, contingent upon the scheduling of courses and programs at hours convenient to working adults and nontraditional students. Twenty-four comprehensive and/or liberal arts accredited independent institutions provide additional access, though financial considerations may limit availability for many students. Moreover, 11 community college districts provide further access to lower division and vocational programming.
- Complementing the accessibility of credit opportunities is the extensive availability of noncredit educational opportunities, especially those offered through the University of Missouri Extension programs and other campus outreach efforts.

### Efficiency

The existence of an essentially open market among four-year institutions resulted in an environment in which issues of efficiency were not necessarily given adequate consideration by institutions engaged in off-campus programming. In addition, unresolved issues regarding unnecessary duplication and consistency with institutional missions have also been identified. Important points that support this finding include the following.

- In some cases, public four-year institutions offered courses outside their geographic service areas. In other cases, the range and scope of course offerings were not clearly consistent with institutional missions. These facts raise questions about the relationship of the institution's mission and its approved institutional plan to the delivery of off-campus instruction.
- Some courses offered at 100 or more miles from the sponsoring institution appeared to be courses that could be offered by institutions closer to the site location.
- Although the exact content of course offerings may differ, there were examples of several institutions offering such courses as introductory accounting, management, and advanced teacher education in the same county, thus duplicating these offerings.
- The number of small classes in high population areas suggests that some potential duplication of services among institutions could be avoided by coordination and cooperation without adversely affecting access.

### Quality

While issues of academic quality were not directly addressed in this study, the analyses of factors that traditionally affect the quality of academic programming (instructional support resources, adjunct faculty, and geographical distance) point to the need to study in more detail the extent to which institutions adequately address issues of quality control for their off-campus and out-of-district offerings. Important points that support this finding include the following.

- Institutions did not provide any instructional support resources to students at a number of sites.
- Extensive reliance on adjunct faculty to support off-campus and out-of-district course offerings suggests that institutional policies and practices in the assignment of adjunct faculty should be carefully reviewed.
- Four-year institutions were involved in offering courses at a substantial number of sites that were 100 or more miles from the home campus. Ensuring quality in such instances requires that the sponsoring institution have adequate control mechanisms in place.

## **Conclusions**

As a result of this analysis of issues affecting the CBHE's public policy goals, three broad areas of concern emerge that require Board attention. These areas include the following: 1) institutional missions and plans; 2) appropriateness of current CBHE policies and procedures; and 3) coordination of the delivery of services. A CBHE task force, responsible for examining the status of off-campus and out-of-district education, would be an effective mechanism for addressing these three broad areas of concern.

### **Institutional Missions and Plans**

The extent to which off-campus and out-of-district instructional activities should be incorporated in, and consistent with, institutional missions and approved institutional plans should be clarified. Within this context, the relevance of statutory service regions and statewide missions should also be examined.

### **Appropriateness of Current Policies and Procedures**

The continued growth of out-of-district and off-campus activity intertwined with technological change requires careful reconsideration of CBHE policies and procedures. Specific concerns include ensuring that appropriate standards are applied in the implementation of fiscal policies, the establishment of residence centers and cooperative programs, and the utilization of telecommunications delivery systems. Furthermore, all CBHE policies relating to out-of-district or off-campus instruction should be reviewed to assure that quality control issues are adequately addressed and appropriately monitored in the future.

### **Coordination of the Delivery of Services**

Without a formal coordination structure, development of a statewide perspective concerning the needs of Missouri citizens for off-campus and out-of-district instruction will be very difficult, if not impossible. Consideration should be given to the reinstitution of regional coordinating councils, or similar organizations, as well as development of appropriate relationships among the CBHE, public, and independent institutions in the delivery of off-campus and out-of-district instruction. While there are differences in the relationship to the state between public and independent institutions that would influence the results of such coordination, cooperation among all institutions could provide a number of benefits. Although many services were provided at different locations in numerous counties, a structure for communication among institutions would be helpful in exploring ways to share support resources, e.g., libraries, laboratories, and perhaps even some academic advising and counseling. In addition,

potential joint ventures among institutions could increase efficient delivery as well as avoid unnecessary duplication of services.

### **RECOMMENDATIONS**

Based on the findings of this study, the following recommendations have been developed for the Board's consideration.

**RECOMMENDATION #1:** It is recommended that the Coordinating Board direct the Interim Commissioner to appoint a Task Force on Off-campus and Out-of-district Instruction that would:

**A. Review and report to the CBHE on the issues identified in this report, paying particular attention to the current policy environment as it relates to the following:**

**(1) The role of institutional missions, plans, and service regions in the delivery of off-campus and out-of-district instruction;**

**(2) Fiscal reporting requirements, establishment of residence centers and cooperative programs, and quality control matters; and**

**(3) Reinstatement of an appropriate coordination mechanism, such as regional coordinating councils, as well as the CBHE's role in the operation of such an activity.**

**B. Make its report on appropriate public policy recommendations at the Board's February 1990 meeting.**

**RECOMMENDATION #2:** It is recommended that the Coordinating Board instruct the Board staff to collect annually information related to off-campus instructional activity by public and independent four-year institutions.

## **COORDINATING BOARD FOR HIGHER EDUCATION**

# **The Invisible Campus: Off-Campus and Out-of-District Instruction in Missouri, Fiscal Year 1988**

### **Introduction**

It is evident from a variety of data sources that off-campus and out-of-district postsecondary instruction in Missouri is increasing and that many of Missouri's institutions are striving to address the opportunities represented by this demand. As competition among institutions for markets intensifies, questions about duplication of services, resource utilization, and quality controls on programming arise with greater frequency. Under these conditions, it is important to analyze recent trends and significant events so the CBHE can understand and consider these developments in the context of its public policy goals. Unfortunately, information for such analyses was not available in any detail for all sectors. As a consequence, CBHE staff undertook this study to enable the Board to determine whether additional actions are needed for the Board to fulfill its statutory obligations and to achieve its public policy goals.

### **CURRENT POLICY ENVIRONMENT**

In 1977 the Coordinating Board appointed a Task Force on Off-campus Instruction to examine issues about duplication of services, resource utilization, and quality controls on instructional programming. A year later the CBHE adopted the report of this Task Force that established guidelines to ensure reasonable standards of programmatic quality and also called for the creation of regional coordinating councils. (See Attachment I for a reprinted copy of this report.)

Three regional coordinating councils were established in 1978 which served (a) to coordinate course offerings; (b) to prevent the unnecessary duplication of courses; (c) to work for the sharing of library resources, computer facilities, and other academic support services; (d) as a means for the identification of unmet needs in off-campus educational opportunities; and (e) as the monitor of guidelines developed by the 1977 Off-Campus Task Force. These councils met with the support of Coordinating Board staff for approximately four years. Records indicate that after a somewhat difficult beginning, these councils were considered increasingly successful. Owing to a variety of circumstances, the regional coordinating councils ceased functioning after several years, and the guidelines established by the Task Force have subsequently not been monitored and have gradually fallen into abeyance. The issue of the delivery of off-campus and out-of-district instruction requires a fresh look in the context of the CBHE's public policy goals, its present academic and fiscal policies and procedures, and the

opportunities and constraints fostered by the current technological and educational environment.

The Coordinating Board's current policies relating to off-campus and out-of-district instruction exist at two levels: (1) general principles and guidelines as reflected in the Board's policy statement titled "Statewide Delivery of Instruction;" and (2) specific regulations and procedures regarding off-campus courses and degree programs. The former policy statement establishes three primary guidelines for the evaluation of all forms of off-campus instruction: (a) the most important goal for instructional delivery is to achieve high-quality educational outcomes; (b) future decisions regarding instructional delivery should not exacerbate the circumstances of an educational system that already has excess capacity and is underfunded; and (c) economic and technological changes require a reconsideration of how continuing education, training, and retraining should be delivered, particularly in terms of the necessity of a flexible approach to such issues as place and permanence of location. This policy statement also establishes expectations for specific delivery system decisions: (a) that such decisions should be based on clearly documented needs; (b) that resource support should be adequate with appropriate economies of scale; and (c) that institutional activities should be compatible with institutional missions and the priorities included in approved institutional plans.

The Coordinating Board's current specific policies relating to off-campus instructional activities differ for public two- and four-year institutions as well as independent institutions owing to historical differences in missions and in the way institutions are funded. For example, Section 163.191.3 RSMo requires the Coordinating Board to approve all courses offered by public community colleges outside district boundaries. The colleges must submit requests that include information intended to provide the Board staff with a basis for determining the need for the course and the potential for duplication. Each term all requests for courses open to the public are shared with all institutions in the state, public and independent, to solicit their comments or concerns regarding any proposed offering. (See Attachment II for a map showing the public two-year institution's district boundaries.)

Similar procedures do not exist for any of the public or independent four-year institutions. The University of Missouri, Northeast Missouri State University, and Lincoln University have statewide missions while the other public four-year institutions have specified service regions. By custom and policy the public four-year institutions have been free to offer courses within their designated service areas solely on the basis of campus initiative. Furthermore, no formal requirements or guidelines are applicable in those instances when an institution might desire to offer courses beyond its service boundary. Similarly, independent institutions have not been subject to any required notification or approval procedures. While the two-year institutions must submit an annual report on their out-of-district activities, no similar requirement exists for the four-year institutions. (See Attachment III for a map showing the location of public and independent four-year institutions.)

There are three important similarities, however, between the public four- and two-year institutions with respect to off-campus and out-of-district instruction. First, all formal degree programs, before being offered off-campus or out-of-district, must receive CBHE approval on

a site specific basis. The latter requirement is also applicable to independent institutions although the Board's decisions are not binding on these institutions.

A second similarity is that all such offerings must be self-supporting unless, as established by House Bill 1456 (Section 163.191.3 RSMo and Section 173.030(4) RSMo), a prior need analysis for a specific site justifies a state commitment for which an appropriation from the General Assembly is approved. As a first step in implementing this new legislation, the CBHE staff has initiated three regional needs assessments for southeastern, southwestern, and northern Missouri that exclude the greater St. Louis, Kansas City, Columbia-Jefferson City, and St. Joseph metropolitan regions. These Regional Task Forces have been established to determine the needs and demands for postsecondary and adult education in the respective regions. The results of these assessments, including the type and location of instruction and training needed, will be presented to the Board in Fall 1989.

Finally, the rapidly expanding use of telecommunications technology in the provision of educational programming will have a substantial impact on both off-campus and out-of-district course and degree offerings. In order to be prepared to respond to these changes, the CBHE approved at its February 1989 meeting the establishment of a Task Force on Telecommunications Policy, Planning, and Coordination with responsibility for identifying, addressing, and reporting on policy, planning, coordination, funding, and delivery issues related to telecommunications technologies. The work of this task force will involve off-campus and out-of-district as well as on-campus programming issues.

This quick review of the policy environment for off-campus and out-of-district instruction shows that the Coordinating Board's general policy framework establishes a foundation for all institutions to consider questions of need, resource utilization, institutional mission, and quality programming. The day-to-day operating environment for four-year institutions, however, is one that is characterized by an open market with few constraints other than the limits imposed by the institutions themselves. New demands and constraints resulting from statutory and technological changes provide both an opportunity and a challenge in Missouri higher education.

#### **ANALYSIS OF SURVEY FINDINGS**

There were two primary sources for the information presented in this report:

- Annual reports submitted for FY 1988 by all two-year public institutions concerning out-of-district instruction; and
- Survey questionnaires submitted by all public and independent four-year institutions concerning off-campus instruction during FY 1988.

As part of these surveys, information was collected about each unique site where courses were offered during FY 1988; the particular courses offered; and in the case of public institutions, the revenues and expenditures for each site. (See Attachment IV for a copy of the data instrument used.) Data were not collected for this report from Missouri's three independent

two-year institutions which are small, highly specialized colleges. The presentation of survey findings will be divided into the following four sections: Institutions and Sites; Students and Courses; Geographic Profile; and Finances.

### **Section I: Institutions and Sites**

#### **Number of Active Institutions and Sites**

There are 10 public four-year institutions and 24 comprehensive and/or liberal arts accredited independent four-year institutions as well as 11 public two-year community college districts in the state of Missouri. While 45 institutions provided survey data, this figure includes the multiple campus institutions of the University of Missouri, St. Louis Community Colleges, and the Metropolitan Community Colleges resulting in a total of 52 separate campuses reporting data for this study.

For the purposes of this report each campus was treated as a separate institution or unit of analysis. Of the 52 individual campuses, 38 were actively involved in providing some level of off-campus or out-of-district instruction for credit during FY 1988. Only one public four-year institution (Harris-Stowe) and seven independent four-year institutions (Washington University, Central Methodist College, Evangel College, School of the Ozarks, Stephens College, Westminster College, and William Woods College) reported no off-campus activity during FY 1988. For the two-year public sector, four institutions (Crowder College, Jefferson College, St. Charles County Community College, and all three campuses of the St. Louis Community Colleges) reported no out-of-district activity.

The public institutions supported 324 individual sites where courses were offered (298 four-year sites and 26 two-year sites) while the independent institutions supported 116 unique sites.

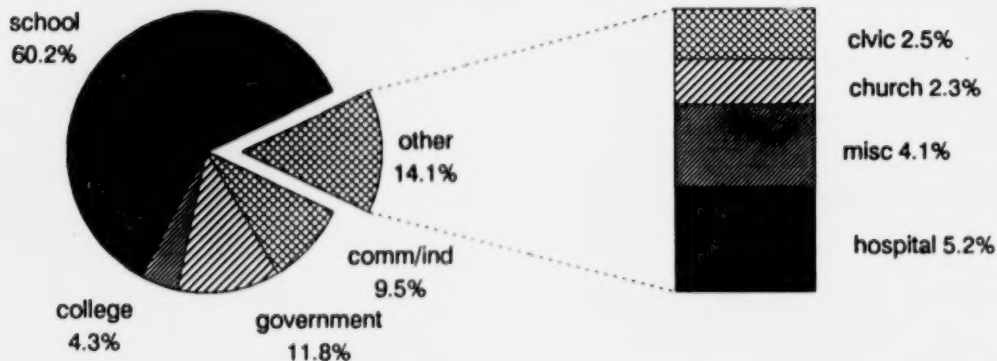
#### **Site Type**

Display I presents the distribution of site types for all locations during FY 1988. While schools represented the most frequently used facility (60.2 percent), a variety of other facilities were also employed during FY 1988. Comparisons between the public and independent sectors, presented in Display II, demonstrate a much greater reliance on the use of school buildings by the public sector than by the independent sector (72.1 percent compared to 27.6 percent). In contrast, the independent sector was more likely to hold classes in churches, governmental, commercial/industrial, and hospital facilities. Interestingly, the miscellaneous category included a bird sanctuary and a Department of Conservation lake in the public sector and a professor's home in the independent sector. Clearly, a number of very different environments have been adapted for use in the delivery of off-campus and out-of-district instruction.

# DISPLAY I

## Off-campus/Out-of-district Course Survey Fiscal Year 1988

### Site Type Public and Independent Institutions

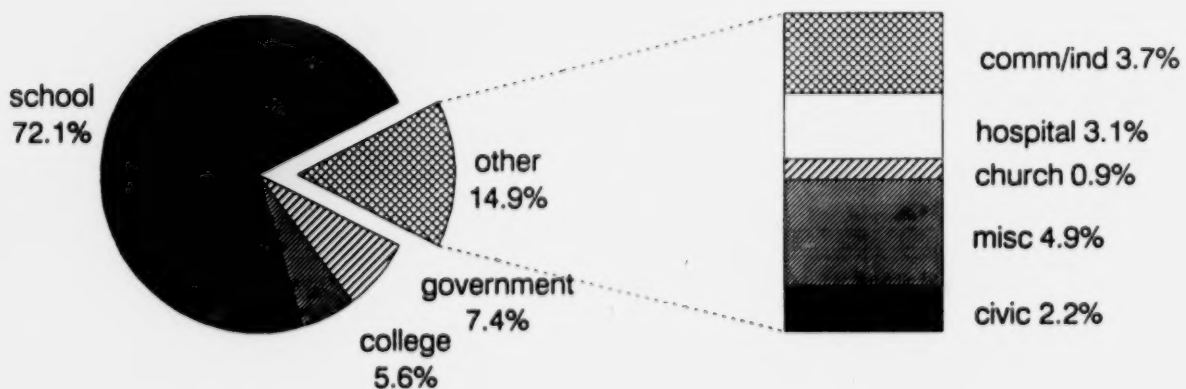


(Courses offered at 440 sites)

# DISPLAY II

## Off-campus/Out-of-district Course Survey Fiscal Year 1988

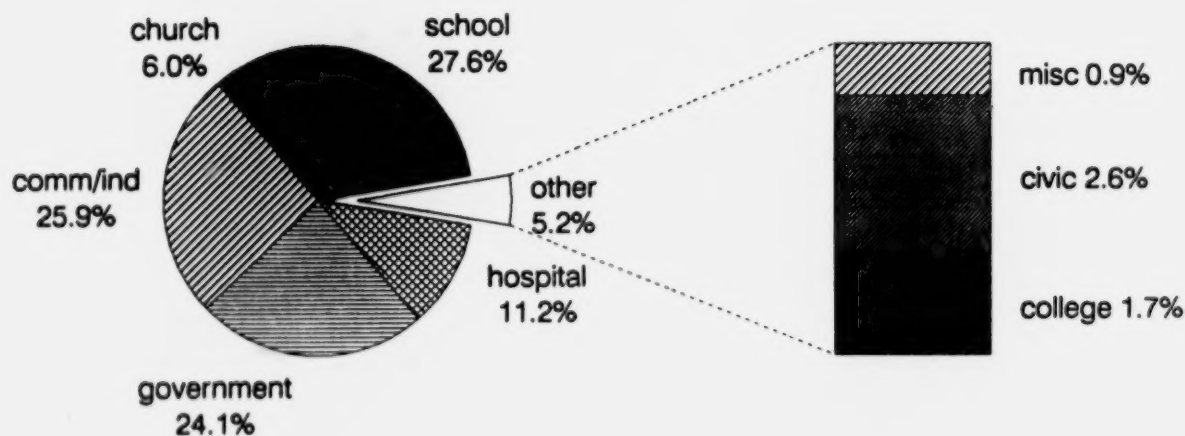
### Site Type by Institution Type Public Institutions



(Public Institutions Offered Courses at 324 sites.)

**DISPLAY II**  
(Continued)

**Independent Institutions**

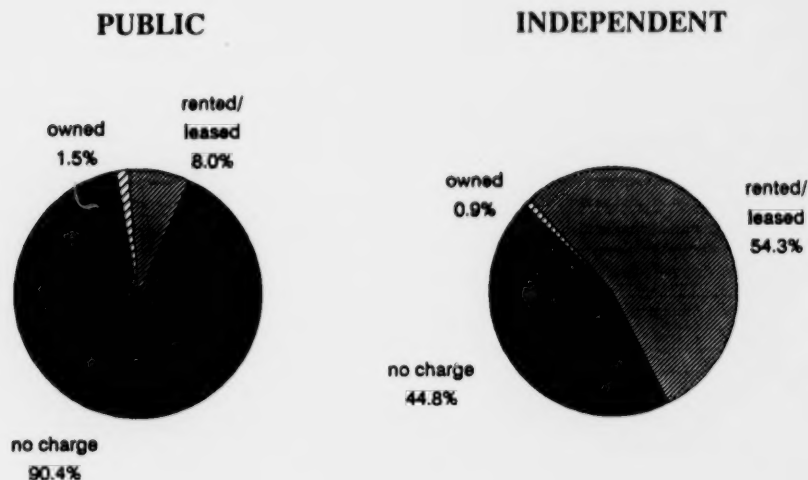


*(Independent Institutions Offered Courses at 116 Sites.)*

**Site Status**

The majority of facilities used for off-campus and out-of-district instruction were provided to the sponsoring institution at no charge (78.4 percent). Differences existed between the public and independent sectors, and these are shown in Display III. The public sector relied almost totally on facilities provided at no charge (90.4 percent) while the independent sector rented or leased more of its facilities (54.3 percent). Despite the small number of facilities owned by either sector, public institutions were more likely to own facilities (1.5 percent) than were independent institutions (0.9 percent).

**DISPLAY III**  
**Off-campus/Out-of-district Course Survey**  
**Fiscal Year 1988**  
**Site Status**



*(Courses Offered at 440 sites.)*

**Instructional Support Resources Provided**

The availability of instructional support resources (laboratories, libraries, and support services such as advising and counseling) for students is an essential characteristic for off-campus and out-of-district sites. Acceptable exceptions might include sites that did not have libraries but were in close proximity to university libraries or sites that offered only one workshop course designed for a highly specialized target group. Nearly 40 percent of the sites had no instructional support resources available to students (38.9 percent). Table 1 presents the availability of particular resources for public and independent institutions. (Since some sites had more than one type of support resource available to students, the addition of percentages for each column does not equal 100 percent.)

A comparison between the two sectors reveals that public institutions provided some instructional support resources at 59.3 percent of their sites while the corresponding figure for independent institutions was 66.4 percent. Although independent institutions had a slightly higher percentage of resources available in each of the major categories reported, part of this difference is explained by a larger number of sites in the public sector that had only one course offered during FY 1988. Although there is not a perfect correlation, sites associated with public sector institutions that had no instructional support resources available were primarily those that also supported only one course during FY 1988. For independent institutions, there

were few sites with only one course offered (14.6 percent) while the corresponding figure for public institutions was 54.7 percent.

**TABLE 1**  
**Off-campus/Out-of-district Course Survey**  
**Fiscal Year 1988**

**Support Resources Provided**  
**Public and Independent Institutions**

| Support Resource | Public |         | Independent |         |
|------------------|--------|---------|-------------|---------|
|                  | Number | Percent | Number      | Percent |
| Support Services | 62     | 19.1%   | 60          | 51.7%   |
| Laboratories     | 24     | 7.4%    | 17          | 14.7%   |
| Libraries        | 46     | 14.2%   | 41          | 35.3%   |
| Computers        | 12     | 3.7%    | 4           | 3.5%    |
| Other            | 14     | 4.3%    | 3           | 2.6%    |
| None             | 132    | 40.7%   | 39          | 33.6%   |

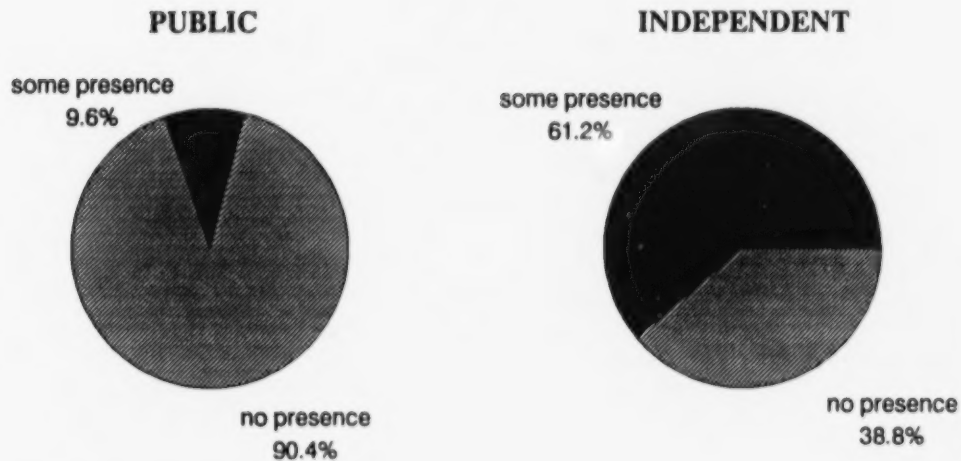
**Faculty Status**

There were definite differences in the type of faculty assigned to teach in off-campus and out-of-district courses. Although data were not available for all courses and some of the institutions included assignments for a few courses that were cancelled, the available data demonstrate that public four-year institutions were more likely to assign courses to regular faculty than were public two-year institutions or independent four-year institutions. While public four-year institutions used regular faculty for 51.9 percent of their course assignments, both the public two-year and independent institutions used regular faculty for only 8.6 percent of their classes. Although adjunct faculty have an important and legitimate role in higher education, the very large proportion of adjunct faculty utilized by the public two-year and independent four-year institutions raises serious questions about the involvement of regular faculty and their accessibility to students, especially at sites where degree programs are offered.

**Administrative Presence**

Some administrative presence, either part-time or full-time, was reported for a relatively small proportion of sites (23.2 percent). Display IV presents differences between the public and independent institutions on this dimension. While independent institutions reported at least some administrative presence in well over half of their sites (61.2 percent), public institutions had an administrative presence at only a small portion of their sites (9.6 percent).

**DISPLAY IV**  
**Off-campus/Out-of-district Course Survey**  
**Fiscal Year 1988**  
**Administrative Presence**



*(Courses Offered at 440 sites.)*

**Possible Residence Center Locations**

According to the Coordinating Board's current policies, necessary conditions for an off-campus or out-of-district residence center include (1) a continuing administrative presence, as evidenced by at least one full-time or part-time administrative position based at the location, and (2) the existence of courses offered on a continuous basis every semester. If these necessary conditions are met, under existing policies an institution should submit a proposal for a residence center which will be evaluated by the criteria and standards for the establishment of residence centers as set forth in 6 CSR 10-6.020. Such proposals must include the following: (1) an assessment of the specific services and/or academic programs of the residence center as they relate to the role and scope of the parent institution; (2) an assessment of the need for the center; (3) an evaluation of the programs and courses to be offered at the center; (4) a five-year expenditure and revenue plan for the center; and (5) an assessment of the procedures to be used for periodic evaluation of the center.

Two of the 324 sites where courses were offered during FY 1988 were at recognized residence centers, the Bootheel Consortium at Malden and the West Plains Campus of Southwest Missouri State University. In addition, there were four other sites that represent long-standing, cooperative arrangements between two public institutions. These sites include UMC at the UMKC Truman Campus; UMR at UMSL; Northwest at Western; and Southwest at

Southern. Under current Board policy the status of these sites as residence centers is ambiguous and needs clarification. Of the remaining sites, seven of the public two-year sites and 12 of the public four-year sites met the minimal conditions of administrative presence and continuous course offerings on site during FY 1988. It should be noted that Whiteman Air Force Base is counted twice since two different institutions reported administrative presence and continuous course delivery at this site; however, UMC is in the process of eliminating its program at that site. Furthermore, in FY 89 State Fair established a presence at the base. The sites that met these minimal conditions for consideration as residence centers are presented in Table 2.

TABLE 2

Off-campus/Out-of-district Course Survey  
Fiscal Year 1988

Potential Residence Center Sites  
Public Two- and Four-year Institutions

| Sponsoring Institution               | Delivery Site                                 |
|--------------------------------------|-----------------------------------------------|
| <u>Public Two-year Institutions</u>  |                                               |
| East Central                         | Gerald<br>Hermann<br>Owensville               |
| North Central                        | Chillicothe Correctional Center               |
| State Fair                           | Camdenton                                     |
| Three Rivers                         | Dexter<br>Ellington                           |
| <u>Public Four-year Institutions</u> |                                               |
| UMC                                  | Whiteman Air Force Base<br>Jefferson City     |
| UMKC                                 | UMKC Conference Center                        |
| Central                              | Whiteman Air Force Base                       |
| Lincoln                              | CMCC Correctional Center                      |
| Southern                             | Nevada<br>Neosho<br>Lamar<br>Joplin<br>Monett |
| Northwest                            | North Kansas City                             |
| Southeast                            | Kennett                                       |

CBHE staff will be examining the status of all of these sites, in cooperation with the sponsoring institutions, and will prepare a report for the Coordinating Board's consideration at a future Board meeting. The staff has concerns, however, about the definition of a residence center included in the present administrative rule. Any future assessment of the rule should also consider the effect of new legislation relating to state support for off-campus and out-of-district instruction. The current context for financing these courses will be discussed in subsequent sections of this report.

## **Section II: Students and Courses**

### **Duplicated Course Enrollments and Number of Courses**

During FY 1988 5,089 courses were offered off-campus and out-of-district. (Except for eight noncredit courses offered by East Central, this figure does not include cancelled courses or noncredit courses. In addition, summer 1987 rather than summer 1988 data were reported for two of the University of Missouri-Columbia sites.) The number of courses offered in FY 1988 represented an increase of 746.8 percent from FY 1979 when comparable data were last collected. The duplicated course enrollment, which was based on class registrations, totalled 70,983. It is important to note that since students may be enrolled in more than one class, the data concerning duplicated course enrollment do not necessarily represent the number of different individuals served. Nevertheless, the duplicated course enrollment for FY 1988 represented an increase of 517.4 percent from FY 1979 when comparable data were last collected. Furthermore, it is interesting to note that the total of these enrollments is comparable to those of a regional, public four-year institution. Differences between public and independent institutions for FY 1988 on these dimensions are presented in Table 3.

**TABLE 3**

### **Off-campus/Out-of-district Course Survey Fiscal Year 1988**

#### **Duplicated Course Enrollment/Number of Courses Public and Independent Institutions**

|                              | Public | Independent | Total  |
|------------------------------|--------|-------------|--------|
| Duplicated Course Enrollment | 25,261 | 45,722      | 70,983 |
| Number of Courses            | 1,572  | 3,517       | 5,089  |

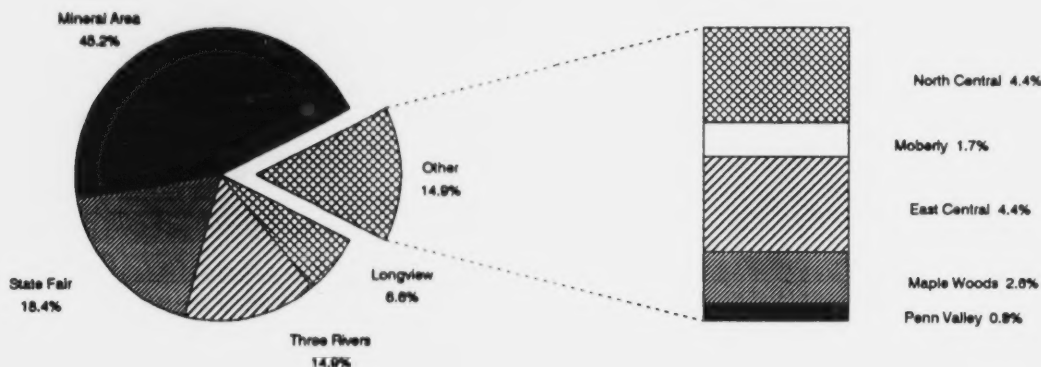
These differences underscore the greater involvement in off-campus activities by the independent four-year institutions (69.1 percent of the courses; 64.4 percent of duplicated course enrollment). Since the level of involvement by each institution was variable, a separate analysis for each sector will provide further insight into institutional differences.

In the public sector, two-year institutions accounted for only 14.5 percent of all courses offered and 8.8 percent of the duplicated course enrollment based on class registrations. Although 514 courses were authorized for the public two-year institutions in FY 1988, only 228 of these courses were actually taught. The distribution of courses taught by the public two-year institutions is presented in Display V.

#### DISPLAY V

##### Out-of-district Course Survey Fiscal Year 1988

##### Courses Taught Public Two-year Institutions



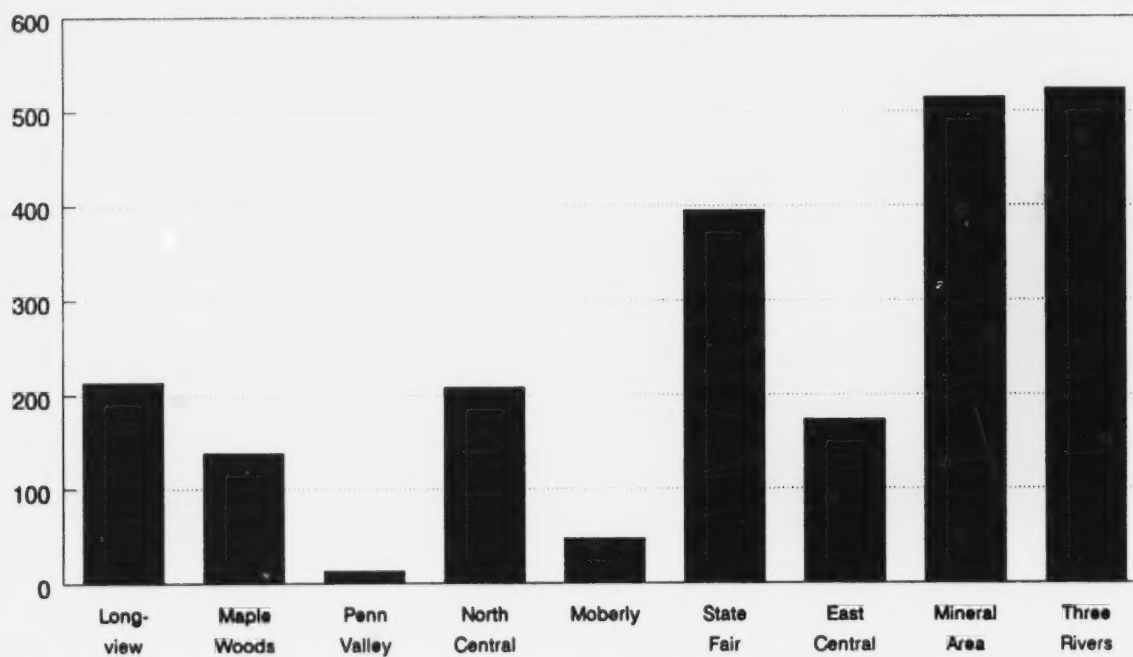
*(Public Two-year Institutions Offered 228 Courses.)*

The great majority of out-of-district courses offered in FY 1988 by the public two-year institutions were conducted by Mineral Area (45.2 percent), State Fair (18.4 percent), and Three Rivers (14.9 percent) which among them accounted for 78.5 percent of all courses offered. A significant number of Mineral Area's courses (78) were one credit hour courses taught as independent studies. This fact partially accounted for the substantial difference between Mineral Area and the other two-year institutions in the number of courses offered. The distribution of duplicated course enrollment for the two-year institutions, which is presented in Display VI, followed a similar pattern with the same three institutions accounting for 64.3 percent of the enrollment in out-of-district courses: Three Rivers, 23.5 percent; Mineral Area, 23.1 percent; and State Fair, 17.7 percent.

**DISPLAY VI**

**Out-of-district Course Survey  
Fiscal Year 1988**

**Duplicated Course Enrollment  
Public Two-year Institutions**

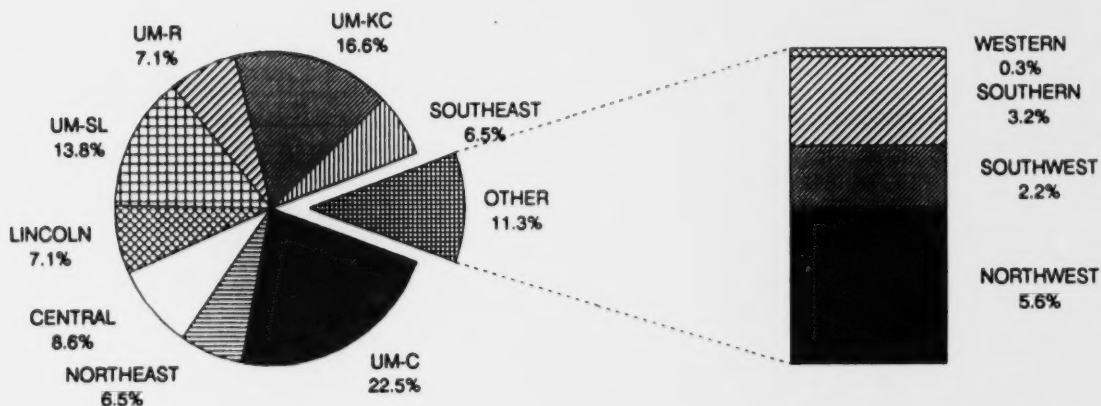


Display VII presents the distribution of courses offered by each public four-year institution. This display shows that the University of Missouri system accounted for 60.0 percent of all courses offered (UMC, 22.5 percent; UMKC, 16.6 percent; UMSL, 13.8 percent; and UMR, 7.1 percent). Several other distributional relationships are also noteworthy. For example, Southern offered many more off-campus courses than Western and somewhat more than Southwest, which has a larger regional service area. The other regional institutions (Southeast, Central, and Northwest) offered between five and 10 percent of all courses available, as did Lincoln and Northeast. It is also interesting to note that UMR's off-campus activity was substantially less than that of the other UM campuses and was more comparable to the efforts of several of the regional institutions as well as Lincoln and Northeast.

### DISPLAY VII

#### Off-campus Course Survey Fiscal Year 1988

#### Number of Courses Offered Public Four-year Institutions



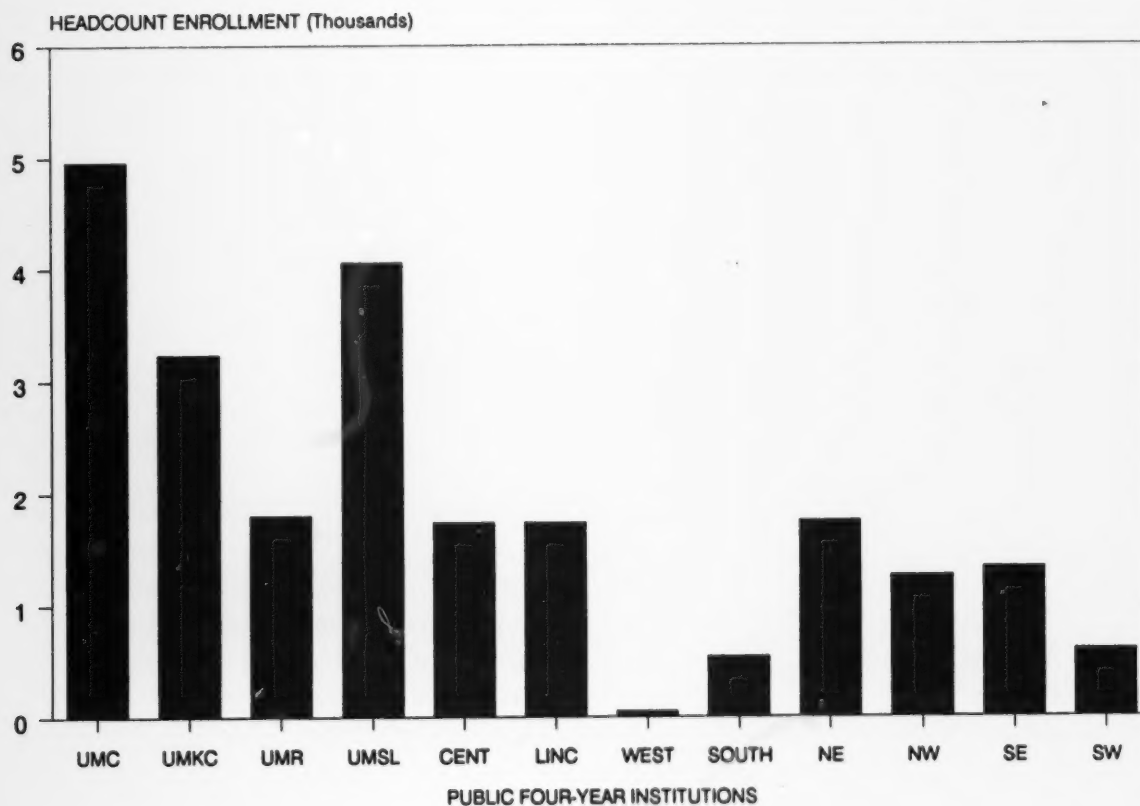
(Public Four-year Institutions Offered 1344 Courses.)

Although the number of courses influences total duplicated course enrollment, variation in class size affects enrollment also. Display VIII presents duplicated course enrollment for the public four-year institutions and demonstrates that a pattern similar to that for number of courses was maintained for this distribution at each institution.

### DISPLAY VIII

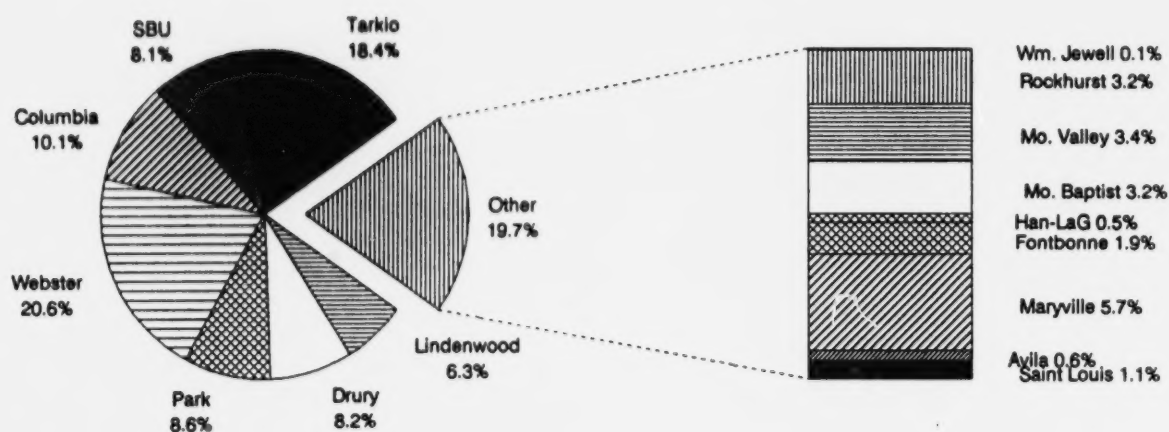
#### Off-campus Course Survey Fiscal Year 1988

#### Duplicated Course Enrollment by Institution Public Four-year Institutions



Similar analyses for independent institutions help provide a more complete understanding of the scope of off-campus and out-of-district instruction available to Missouri citizens during FY 1988. Display IX presents the distribution of courses offered by each of the independent four-year institutions. Similar to the distribution of courses for public institutions, a few independent institutions accounted for approximately half of all courses offered. Three institutions (Webster, Tarkio, and Columbia) offered 49.1 percent of the courses offered by independent institutions.

**DISPLAY IX**  
**Off-campus Course Survey**  
**Fiscal Year 1988**  
**Number of Courses Offered**  
**Independent Four-year Institutions**



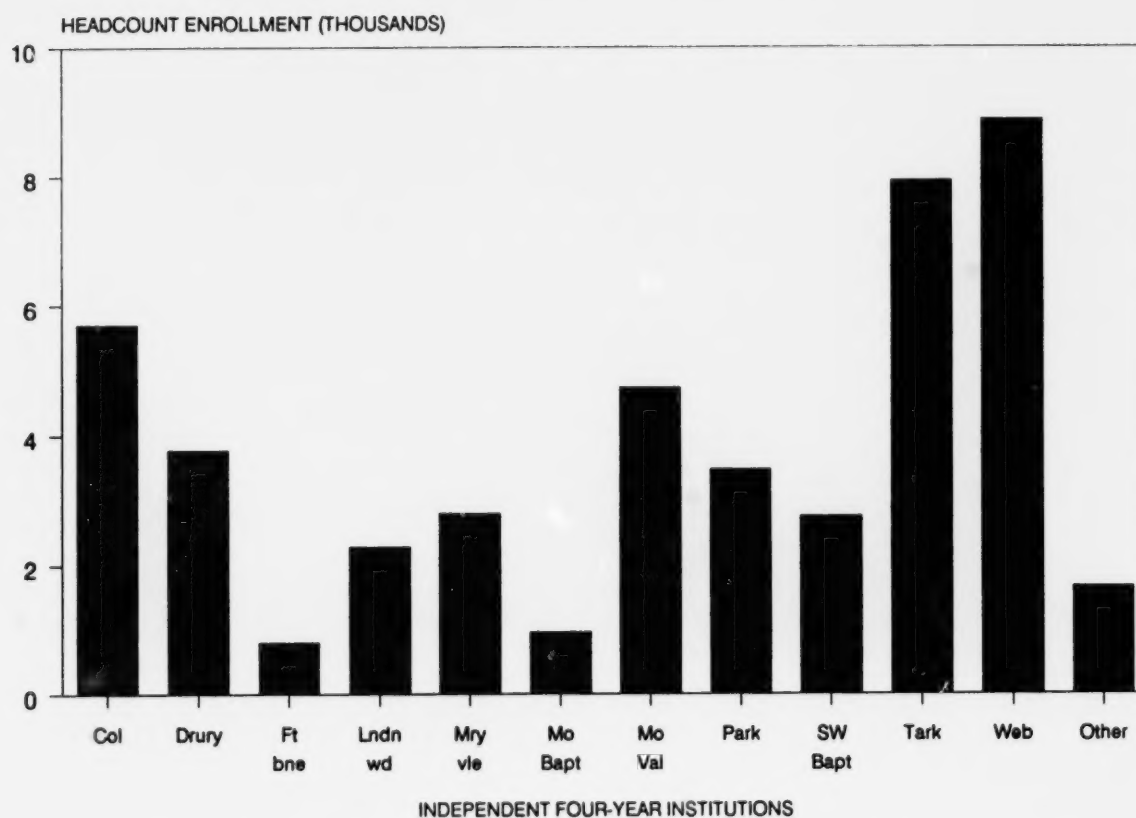
*(Independent institutions offered 3,517 courses.)*

As might be expected, the distribution of duplicated course enrollment for four-year independent institutions, which is shown in Display X, demonstrates that institutions with the most courses also have the highest duplicated course enrollment. However, some differences in class size are reflected in this display. The most striking is Missouri Valley's enrollment of 4,733 which represented 10.4 percent of all duplicated course enrollment in the independent sector while it offered only 3.4 percent of the courses.

### DISPLAY X

#### Off-campus Course Survey Fiscal Year 1988

#### Duplicated Course Enrollment by Institution Independent Four-year Institutions



### **External Degree Programs**

Part of the difference in duplicated course enrollment between the public and independent sectors is explained by differences in the number and location of external degree programs provided by each sector. In the public sector, only the four-year institutions offered external degree programs, and these options for external degrees (as opposed to individual courses) were comparatively limited. The campuses of the University of Missouri system offered 18 external degree programs; however, only four of these programs were in a discipline other than engineering. UMC offered a master's in business administration at Whiteman Air Force Base, a master's in public administration in Jefferson City, and in cooperation with UMKC four master's and three undergraduate degrees in engineering at Independence. UMR offered master's degrees in eight engineering areas at its graduate center in St. Louis and a master's in engineering management at Fort Leonard Wood, Jefferson City, and Springfield. UMSL offered a master's in education with five different options at Lindbergh High School and a bachelor's in sociology at Missouri Eastern Correctional Institution. In addition to these degrees, Central Missouri offered five master's degrees at Whiteman Air Force Base: safety management; criminal justice administration; industrial management; business administration; and industrial safety. Northwest offered master's degree programs on the Missouri Western campus in six areas (education, business administration, computer science, teaching, guidance and counseling, and counseling) and one specialist degree in education.

Opportunities for obtaining an external degree from one of the independent four-year institutions were much greater. There were nine independent four-year institutions involved in external degree programs (Saint Louis University, Columbia, Drury, Fontbonne, Lindenwood, Park, Southwest Baptist, Tarkio, and Webster). The number of external degrees offered by these institutions ranged from three (Saint Louis University) to twenty (Park). Seven institutions (Fontbonne, Columbia, Drury, Lindenwood, Southwest Baptist, and Webster) offered eight or more external degree programs. Coverage at the master's level was primarily in business while areas offered at the undergraduate level were primarily in business, health care, and criminal justice. Most independent institutions offered the same external degree at more than one site. Another major difference from the public sector was the greater number of external degree options offered by independent institutions at the undergraduate level.

### **Class Size**

While there were 5,089 courses offered in FY 1988, class sizes varied greatly. The average class size across all courses was 14.0 while the range of class size was from 1 student to 165 students. Differences between the public and independent sectors on these dimensions are presented in Table 4.

TABLE 4

Off-campus/Out-of-district Course Survey  
Fiscal Year 1988

Class Size  
Public and Independent Institutions

|                     | Public | Independent | Total |
|---------------------|--------|-------------|-------|
| Range of Class Size | 1-128  | 1-165       | 1-165 |
| Average Class Size  | 16.1   | 13.0        | 14.0  |

Table 5 demonstrates some definite differences between public and independent institutions. The majority of courses offered by both public and independent institutions had less than 20 students (69.3 percent, public; and 83.2 percent, independent). While both sectors had similar proportions of very large classes, the public institutions were less likely than independent institutions to have classes under ten students. An exception to this pattern existed when public two- and four-year institutions are considered separately. Specifically, public two-year institutions had the larger proportion of classes in the range 1-9 (52.6 percent) while public four-year institutions had only 24.0 percent in this class size range. A significant number of one-credit, self-paced independent study modules (78) offered by Mineral Area partially accounted for the higher percentage of two-year course offerings in this class size range. In addition to independent study courses, class size is influenced by the specialized nature of some offerings. Despite the appropriateness of offering some classes with low enrollments, a detailed analysis concerning the location and content of courses with few students (which is beyond the scope of this study) may suggest opportunities for cooperative efforts among institutions that would result in a more efficient delivery system. Clearly for both sectors, additional students in some classes would not adversely affect the quality of instruction and in some instances could arguably improve it.

**TABLE 5**

**Off-campus Course Survey  
Fiscal Year 1988**

**Distribution of Class Sizes  
Public and Independent Four-year Institutions**

| Class size | Public |         | Independent |         |
|------------|--------|---------|-------------|---------|
|            | Number | Percent | Number      | Percent |
| 1-9        | 442    | 28.1%   | 1413        | 40.1%   |
| 10-19      | 647    | 41.2%   | 1515        | 43.1%   |
| 20-29      | 336    | 21.4%   | 477         | 13.6%   |
| 30-49      | 127    | 8.1%    | 70          | 2.0%    |
| 50 plus    | 20     | 1.2%    | 42          | 1.2%    |

**Course Access**

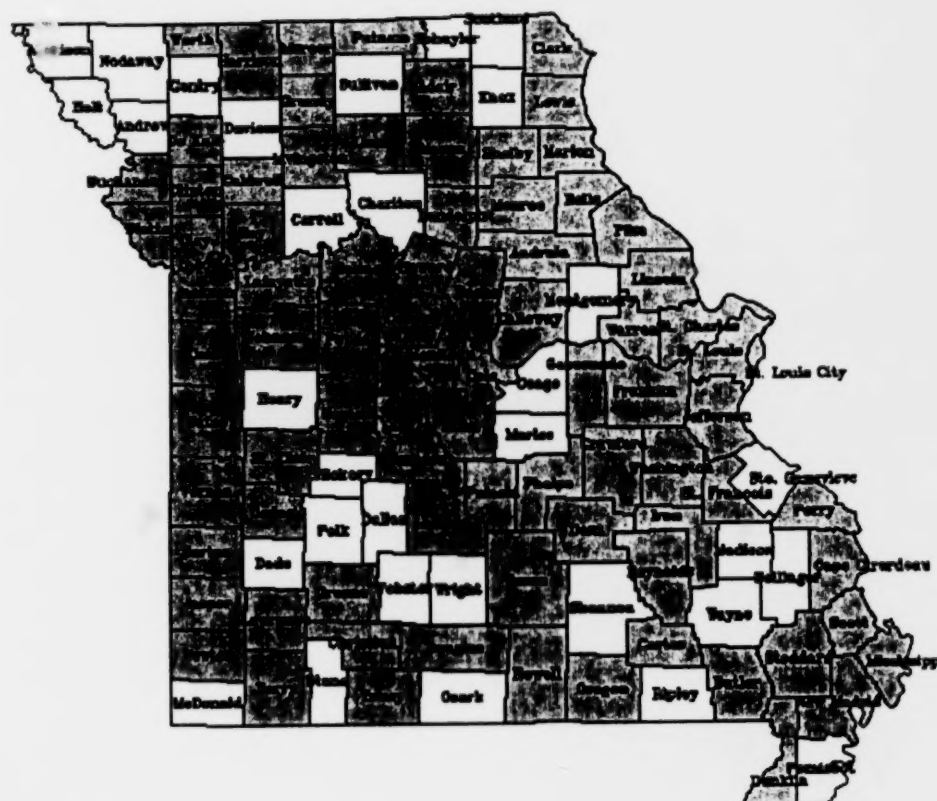
The great majority of courses offered during FY 1988 were open to the public (76.7 percent). The independent four-year institutions had, however, a larger proportion of courses open to the public than either the public two-year or four-year institutions. The corresponding figures for each group were 94.2 percent for the independent four-year; 91.2 percent for the public two-year; and 74.3 percent for the public four-year. Courses not open to the public included courses offered to prison populations; inservice courses for specific targeted groups such as teachers; courses designed for high school students receiving college credit; and courses offered by UMC at Whiteman Air Force Base.

**Section III: Geographic Profile**

**Counties Served**

The state of Missouri has 115 counties. For purposes of this analysis St. Louis City and St. Louis County were treated as one entity, leaving a total of 114 units of analysis. Display XI shows the counties with some services and those that had neither off-campus nor out-of-district credit courses during FY 1988. Display XII shows the number of institutions participating in off-campus or out-of-district activity by county while Displays XIII and XIV present the same information separately for each sector. A number of conclusions can be drawn from these four displays.

### Service Patterns by County



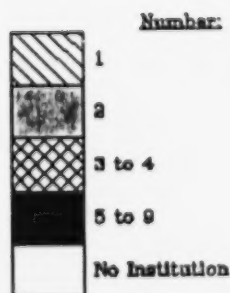
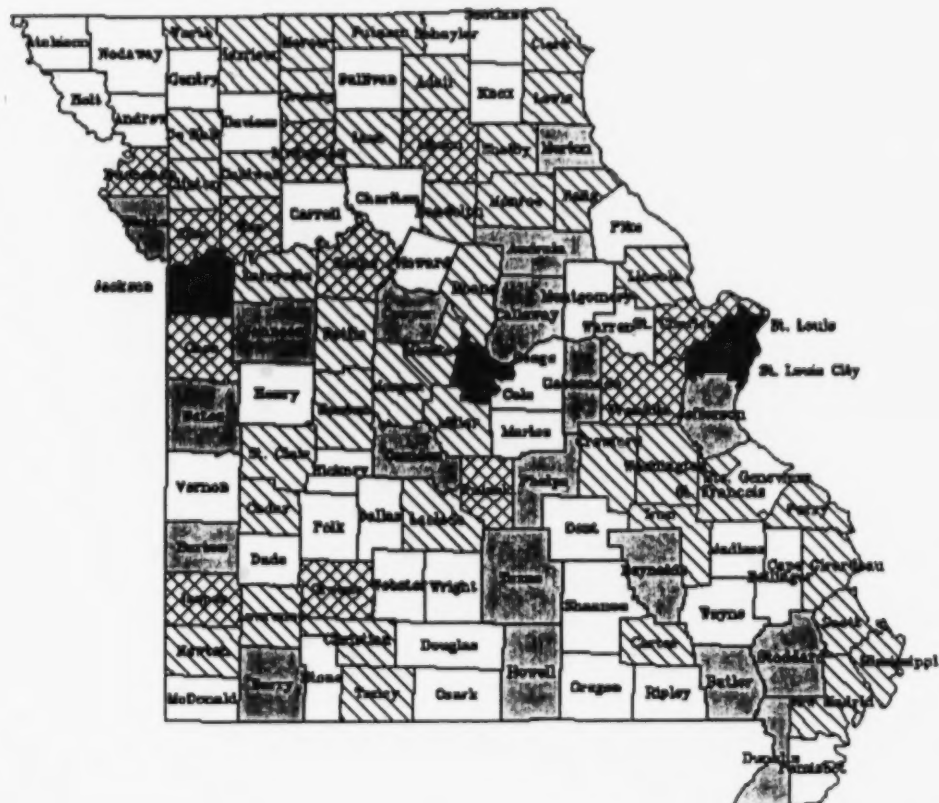
**NO OFF-CAMPUS/OUT-OF-DISTRICT SERVICE**

### Number of Institutions by County



**DISPLAY XIII**  
**Off-campus/Out-of-district Course Survey**  
**Fiscal Year 1988**

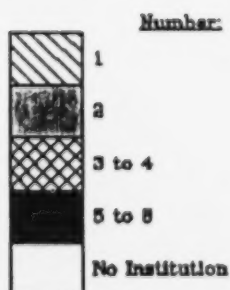
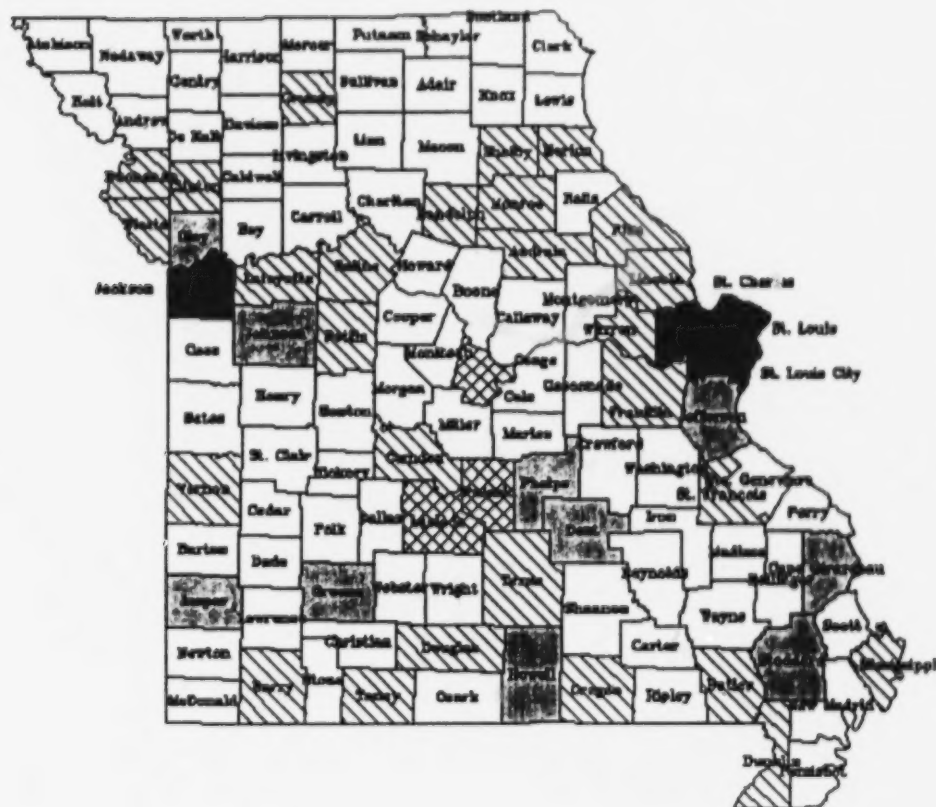
**Public Institutions**



# DISPLAY XIV

## Off-campus/Out-of-district Course Survey Fiscal Year 1988

### Independent Institutions



Public institutions were active in 76 counties while independent institutions offered courses in only 43. In general, independent institutions were more likely to concentrate in counties of high population density while the public institutions provided at least some courses in more outlying areas. A total of 82 counties had some off-campus and out-of-district activity while 32 counties had no such courses offered by any institution during FY 1988. The number of counties receiving at least some off-campus or out-of-district services represented an increase of 17.1 percent from FY 1979 when comparable data were last collected. It should be noted that three of the 32 counties with no courses have a four-year institution located in the county (Atchison, Tarkio; Nodaway, Northwest; and Polk, Southwest Baptist) while five others are partially within the district boundaries of public two-year community colleges (McDonald, Madison, Ripley, St. Genevieve, and Wayne). Residents of the remaining 24 counties were without any off-campus or out-of-district for-credit postsecondary educational opportunities in FY 1988. A list of these counties is provided in Table 6.

TABLE 6

Off-campus/Out-of-district Survey  
Fiscal Year 1988

Counties Without Postsecondary Credit Courses\*

|          |            |          |
|----------|------------|----------|
| Andrew   | Bollinger  | Carroll  |
| Chariton | Dade       | Dallas   |
| Davies   | Gentry     | Henry    |
| Hickory  | Holt       | Knox     |
| Maries   | Montgomery | Osage    |
| Ozark    | Pemiscot   | Schuyler |
| Scotland | Shannon    | Stone    |
| Sullivan | Webster    | Wright   |

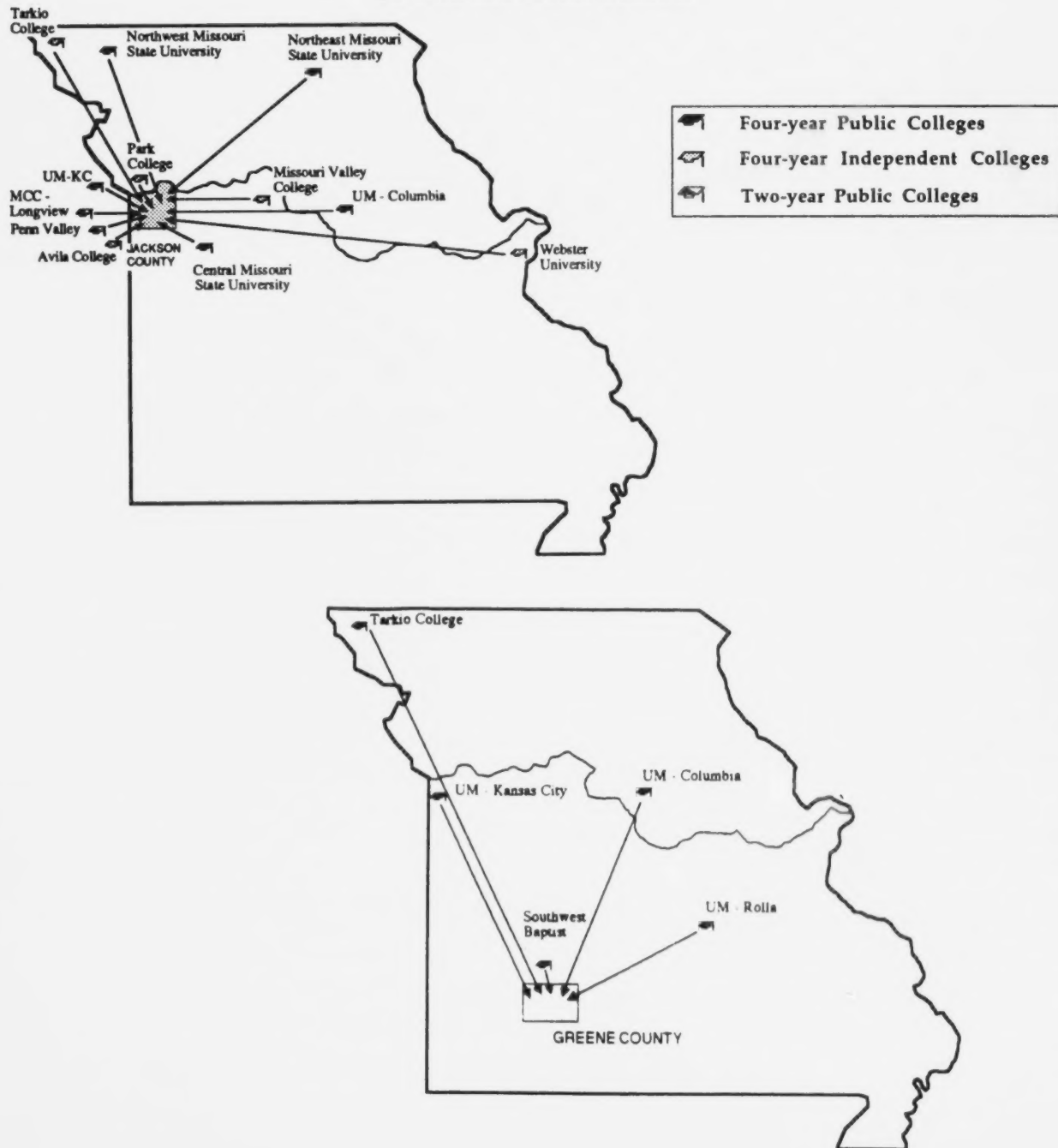
*\*Does not include counties where four-year campuses are located or that are within public two-year district boundaries.*

Three counties (Jackson, St. Charles, and St. Louis) had between ten and 15 institutions providing off-campus or out-of-district instruction, and another five counties (Clay, Cole, Greene, Jasper, and Pulaski) had between five and eight institutions offering out-of-district or off-campus instruction within their boundaries. As an illustration, Display XV presents the specific institutions providing services in Jackson and Greene Counties.

DISPLAY XV

Off-campus and Out-of-district Survey  
Fiscal Year 1988

Institutions Providing Courses  
Jackson and Greene Counties



In the case of Jackson County, there were 12 institutions (six public and six independent) that provided some course offerings off-campus or out-of-district in addition to those available on-campus at local institutions while in Greene County the corresponding number was five (three public and two independent). It is interesting to note that none of the three institutions located in Greene County (Evangel, Drury, and Southwest) were involved in providing any off-campus courses in Greene County.

From a statewide perspective it is important to address the issue of the extent to which there was any coordination among these institutions. Since no structure exists for such coordination, except in the case of the requirement to receive Coordinating Board approval for external degree programs, it is likely that very little, if any took place. Whatever pooling of information existed was left to the motivation and energy of off-campus educational coordinators at each institution.

The market conditions that exist create a situation in which institutions freely contract with targeted groups to serve perceived needs. The existence of this type of market creates a situation where efficiency is not necessarily a key criterion for planning and decision making, and course duplication is more likely. The issue of whether the educational needs of the citizens in each region could be served in a more efficient manner by fewer institutions might have been examined if there had been a body charged with coordinating off-campus and out-of-district instruction in each region. Differing institutional missions and strengths in particular disciplines could also be considered during the coordination process.

#### **Institutional Differences**

The number of counties in which an institution was active provides an indication of the scope of its offerings across the state. A separate analysis by sector emphasizes institutional differences. As can be seen in Table 7, there was a wide variation in the number of counties served by each public institution in off-campus and out-of-district offerings during FY 1988.

**TABLE 7**

**Off-campus/Out-of-district Course Survey  
Fiscal Year 1988**

**Number of Counties Served  
Public Institutions**

|                |    |               |   |
|----------------|----|---------------|---|
| UM-Columbia    | 34 | Longview      | 4 |
| Central        | 16 | East Central  | 3 |
| Northeast      | 13 | Three Rivers  | 3 |
| Southeast      | 11 | Maple Woods   | 2 |
| UM-Kansas City | 8  | Mineral Area  | 2 |
| UM-St. Louis   | 6  | North Central | 2 |
| Lincoln        | 6  | Penn Valley   | 2 |
| Northwest      | 6  | State Fair    | 2 |
| Southwest      | 6  | Three Rivers  | 2 |
| Southern       | 5  | Western       | 2 |

As might be expected, the University of Missouri-Columbia was active in over twice as many counties as any other public institution. The extensive involvement of Central, Northeast, and Southeast -- all of which had course offerings in over ten Missouri counties -- is also shown. In general, two-year institutions were involved in fewer counties than the four-year institutions.

Corresponding information for the independent institutions is presented in Table 8.

**TABLE 8**

**Off-campus Course Survey  
Fiscal Year 1988**

**Number of Counties Served  
Independent Four-year Institutions**

|                   |    |                 |   |
|-------------------|----|-----------------|---|
| Tarkio            | 28 | St. Louis       | 2 |
| Southwest Baptist | 7  | Avila           | 2 |
| Webster           | 6  | Fontbonne       | 2 |
| Missouri Valley   | 5  | Maryville       | 2 |
| Drury             | 4  | Culver-Stockton | 1 |
| Hannibal-LaGrange | 4  | Lindenwood      | 1 |
| Missouri Baptist  | 4  | Rockhurst       | 1 |
| Park              | 4  | William Jewell  | 1 |
| Columbia          | 3  |                 |   |

Tarkio was active in at least four times as many counties as any other independent institution. Although Webster had the most courses and the largest enrollment of all independent four-year institutions, the scope of its geographical activity was limited to six counties. As is evident from this information, there was a tendency for many of the independent four-year institutions to limit their activity to only a few counties.

### Distance

The great majority of sites used by public two-year institutions were within 25 miles of the district boundaries of the sponsoring institution. While the range for the public two-year institutions was 3-150 miles, the average miles travelled across all such institutions was only 23.9. Three institutions travelled over 25 miles to provide out-of-district courses. These included Penn Valley at Camdenton (150 miles); Longview at Appleton City and Butler (75 miles and 35 miles respectively); and North Central at Bethany (40 miles). In contrast, public and independent four-year institutions exhibited a great deal of variation in the distance sites were from the sponsoring institution. Across both sectors the range from the sponsoring institution was less than 1 mile to 524 miles. The average distance from the sponsoring institution was 79 miles.

For the public four-year institutions, the average number of miles from the home campus was 61 while the range was from less than 1 mile to 300 miles. Table 9 presents the maximum number of miles travelled by each public four-year institution.

TABLE 9

### Off-campus Course Survey Fiscal Year 1988

#### Maximum Miles Travelled Public Four-year Institutions

|                |     |           |     |
|----------------|-----|-----------|-----|
| Northeast      | 300 | Lincoln   | 125 |
| UM-Columbia    | 245 | Southeast | 120 |
| Central        | 220 | Northwest | 115 |
| UM-St. Louis   | 180 | Southwest | 110 |
| UM-Kansas City | 150 | Southern  | 67  |
| UM-Rolla       | 125 | Western   | 30  |

Public four-year institutions utilized 76 sites (25.5 percent of the total public four-year sites) that were 100 or more miles from the sponsoring institution. Clearly, many public four-year institutions travelled a great distance to provide off-campus opportunities in those counties

which received services in FY 1988. The unique mission, the particular set of institutionally approved courses, the existence of some external degree programs, and specific contract arrangements may partially account for some situations in which several public institutions travelled a great distance to offer services. While the number of miles from the sponsoring institution is not necessarily an indication of inadequate planning, this fact raises questions about issues of quality control, consonance with institutional mission, and efficient use of state resources. A few examples serve to emphasize the need for better coordination among state institutions.

In some instances only one institution offered courses in a given county; however, it was not always the institution that was the closest. For example, a course in sociology was offered by Lincoln University in Reynolds County at a distance of 100 miles from Jefferson City while UMSL offered a course on conservation education in Christian County -- 180 miles from St. Louis. In each case there are other public institutions located closer to Reynolds and Christian counties that possibly could have offered the same courses. In another set of circumstances, three public four-year institutions travelled over 100 miles to St. Louis County to provide course offerings in teacher education. Lincoln University offered a course titled "Humanistic Learning Climate for Children" at a distance of 125 miles from the home campus; Northeast offered a course titled "Improving Writing Instruction" at a distance of 200 miles; and Southeast offered a course titled "Teacher Effectiveness for Schools" at a distance of 120 miles. Although Northeast and Lincoln both have statewide missions and course titles do not give a full understanding of the subject matter covered, it can be assumed that many courses, particularly in teacher education, appear to be ones that local institutions could offer. (It should also be noted that the regional mission of Southeast includes St. Louis County, and the historical regional mission of Northeast, prior to its assuming a statewide liberal arts mission, included St. Charles County.) In yet another example, the Missouri Department of Mental Health contracted with the University of Missouri-Kansas City to provide courses throughout the state. As part of this contract, UMKC provided a course titled "Client Assessment" in Greene County approximately 180 miles from its home campus and in the home county of Southwest Missouri State University.

The above examples are not meant to be exhaustive but rather illustrative of the types of situations that existed in FY 1988. In short, arrangements are made between particular groups and agencies with individual campuses throughout the state. In some cases the number of students served per course was less than ten. While most instances involved courses that were open to the public, sometimes the course offered was open only to a specific target group. Although many factors account for why an agency or group may enter into a contractual arrangement with a particular campus, it is not clear that questions of efficient use of resources are primary. The extent to which missions are considered as a criterion for the development of off-campus instruction is also unclear. Without an official structure for coordination, however, it is likely that institutions will continue to compete openly in the desire to enhance the off-campus programming of their particular campus and that there will continue to be some inconsistency between mission and scope of off-campus instruction.

For the independent institutions there were 46 sites that were over 100 miles from the home campus, 41.4 percent of this sector's total. The average distance travelled was 125 miles while

the range was 1 to 524. Table 10 presents maximum miles travelled by each independent four-year institution.

**TABLE 10**

**Off-campus Course Survey  
Fiscal Year 1988**

**Maximum Miles Travelled  
Independent Four-year Institutions**

|                   |     |                   |     |
|-------------------|-----|-------------------|-----|
| Tarkio            | 524 | Drury             | 110 |
| William Jewell    | 400 | Hannibal-LaGrange | 100 |
| Southwest Baptist | 250 | Culver-Stockton   | 46  |
| Webster           | 250 | Lindenwood        | 27  |
| Missouri Valley   | 200 | Saint Louis       | 25  |
| Park              | 200 | Avila             | 25  |
| Missouri Baptist  | 175 | Maryville         | 21  |
| Columbia          | 120 | Rockhurst         | 9   |

Like public four-year institutions, the maximum miles independent institutions travel do not necessarily result from a lack of coordination among institutions as many reasons determine why institutions travel these distances. The sizeable number of sites over 100 miles from the home campus, however, confirms that some institutions are providing course opportunities, and in numerous cases degree programs, a great distance from the home campus. In these instances quality control issues and mission considerations become increasingly relevant.

**Duplication**

In addition to issues and questions of efficiency, it is evident from the data that to some extent duplication of services also exists. For example, in Jackson County courses in business were offered by a number of institutions. Specifically, undergraduate courses in marketing were offered off-campus by six institutions (Central, Missouri Valley, Park, Rockhurst, Tarkio, and Webster) and undergraduate courses in management were offered by six institutions (Central, Park, Rockhurst, Tarkio, UMKC, and Webster). In another instance three institutions offered Cole county residents comparable undergraduate courses in criminal justice (Columbia College, Lincoln, and Tarkio). Similar to the situation concerning efficiency, these examples are meant to be illustrative rather than exhaustive of the amount of duplication that exists. It is important to note that these illustrations do not include additional courses in the same disciplines which may be offered on campus by institutions located in these two counties. To the extent that on-campus instruction is also considered, the amount of duplication of services would increase.

Students may benefit by having a variety of institutions from which to choose their courses when seeking, say, a basic accounting class or a course in criminal justice. Yet, it is this proliferation of offerings which emphasizes the importance of more in-depth analysis of efficiency and unnecessary duplication among the institutions' off-campus and out-of-district courses. There may be instances in which several institutions are providing similar offerings to only a few students. Potentially, better communication and coordination among the institutions would provide important information that could be used in future planning efforts to meet the educational needs of Missouri citizens. In addition, potential sharing of resources could improve quality without substantially diminishing access.

#### **Section IV: Finances**

Financial information was collected from the public institutions only and included all revenues from student fees, third party contributions, and other resources. Reported expenditures included faculty and staff salaries and benefits, expense and equipment, and other expenditures. Indirect costs incurred by the institution were not requested nor included in the data presented below.

The statute authorizing out-of-district courses for public two-year institutions requires that such offerings be self-supporting, and all public two-year institutions reported greater revenue than expenditures for their out-of-district operations as a whole. Only three of the 26 sites used by public two-year institutions reported a deficit for FY 1988. Revenue and expenditure figures for these sites are included in Attachment V. Across all public two-year institutions total revenues were \$219,888 while total expenditures were \$142,102. Specific comparisons by institution are presented in Table 11.

**TABLE 11**

#### **Out-of-district Course Survey Fiscal Year 1988**

#### **Revenues and Expenditures by Institution Public Two-year Institutions**

| Institution   | Revenues | Expenditures | Balance  |
|---------------|----------|--------------|----------|
| East Central  | \$ 7,029 | \$ 5,400     | \$ 1,629 |
| Penn Valley   | 9,245    | 4,983        | 4,262    |
| Longview      | 36,672   | 24,526       | 12,146   |
| Maple Woods   | 14,904   | 6,432        | 8,472    |
| Mineral Area  | 28,612   | 28,317       | 295      |
| Moberly       | 5,640    | 3,860        | 1,780    |
| State Fair    | 50,875   | 28,094       | 22,781   |
| Three Rivers  | 51,747   | 32,779       | 18,968   |
| North Central | 15,164   | 7,711        | 7,453    |

The Coordinating Board has a similar but non-statutory policy for the funding of off-campus courses offered by public four-year institutions, i.e., all off-campus instruction should be self-supporting unless specific agreements have been established to include certain off-campus sites in an institution's on-campus instructional base budget. Across all public four-year institutions, total revenues were \$2,491,621 while total expenditures were \$1,770,329. These data are limited since they do not include sites for the University of Missouri campuses that offered only one course during FY 1988. There were a total of 84 sites across all four UM campuses in this category. Also, the University of Missouri financial data represents revenues and expenditures associated with for-credit courses only. Financial information concerning the University of Missouri's involvement in noncredit courses through Extension is not included in this report.

Comparative data for the public four-year institutions are presented in Table 12.

**TABLE 12**

**Off-campus Survey  
Fiscal Year 1988**

**Revenues and Expenditures by Institution  
Public Four-year Institutions**

| Institution    | Revenues  | Expenditures | Balance   |
|----------------|-----------|--------------|-----------|
| UM-Columbia    | \$626,558 | \$575,215    | \$ 51,343 |
| UM-Kansas City | 267,466   | 110,816      | 156,650   |
| UM-Rolla       | 60,358    | 66,920       | (6,562)   |
| UM-St. Louis   | 492,091   | 346,020      | 146,071   |
| Central        | 269,943   | 121,351      | 148,592   |
| Lincoln        | 196,517   | 136,706      | 59,811    |
| Southern       | 56,168    | 81,951       | (24,783)  |
| Western        | 10,115    | 7,808        | 2,307     |
| Northeast      | 251,635   | 105,692      | 145,903   |
| Northwest      | 19,245    | 9,734        | 9,511     |
| Southeast      | 186,805   | 173,824      | 12,981    |
| Southwest      | 54,720    | 34,292       | 20,428    |

As can be seen from Table 12 two institutions reported a deficit across all off-campus, for-credit activity: UMR at \$6,562; and Missouri Southern at \$24,783. It should be noted that a deficit in the context of this analysis is defined as total direct course expenditures exceeding total course revenues as reported by institutions in the off-campus survey. In the case of UMR

noncredit activity during FY 1988 was sufficient to off-set the deficit, resulting in a positive balance for the institution across all off-campus activity.

While all of the public two-year and 10 of the public four-year institutions reported revenues that exceeded expenditures aggregated across all sites, most institutions had some sites that had a deficit which was balanced by sites that finished the year with a surplus. In total, there were 28 sites out of 207 that reported a deficit in FY 1988. Approximately half of the sites reported deficits which were less than \$1,000. Neither Northeast nor Southwest reported a deficit at any site. Attachment V includes revenue and expenditure data for all sites that reported a deficit.

Although institutional and site deficits are a principal issue, a related concern is those instances in which institutions appear to be generating substantial revenue from their off-campus activities. An academic program that brings in far more than the institution spends to operate it creates the possibility that the institution could be devoting additional resources to ensure better program quality. Although indirect costs and administrative overhead were not included in the expense data reported for this report, several institutions apparently received significant operating surpluses from their off-campus activities. Institutions reporting revenues 50 percent or more above expenditures were UMKC (58 percent surplus revenue), Central (55 percent), Northeast (58 percent), and Maple Woods (57 percent). Although the Maple Woods' situation involved only a few thousand dollars, the other institutions mentioned above finished the year with more than \$140,000 each in surplus revenue, as did UMSL which had a lower percentage of surplus revenue in relation to expenditures.

In addition to the financial data reported above, \$2,368,719 in expenditures were committed by six institutions in FY 1988 for off-campus courses that are included in this report but are (or should be) considered as on-campus for budgetary purposes. These sites primarily included approved residence centers or situations involving recognized cooperative programs between institutions within a multiple campus system. A list of each institution, its programs/courses, and related expenditures are reported in the following table.

TABLE 13

Off-campus Course Survey  
Fiscal Year 1988

Sites Considered On-campus for Budgetary Purposes

| Institution | Program                                      | Expenditure |
|-------------|----------------------------------------------|-------------|
| UMC         | Engineering at UMKC Truman Campus            | \$1,063,411 |
| UMR         | Graduate Engineering Programs at UMSL        | 1,018,076   |
| Central     | Graduate Programs at Whiteman Air Force Base | 68,640      |
| Northwest   | Graduate Programs at Western                 | 168,442     |
| Southeast   | Courses at Bootheel Education Center         | 27,932      |
| Southwest   | Graduate Courses at Southern                 | 22,218      |

Although the expenditures shown in Table 13 are expected to be treated as on-campus for budgetary purposes, it became apparent to CBHE staff during this study that there has been some inconsistency in the past in the way campuses of the University of Missouri have reported specific revenues and expenditures for particular programs. For example, in the FY 1989 budget request the engineering programs offered by UMC at the UMKC Truman Campus were treated as on-campus while the engineering programs offered by UMR at UMSL were treated as off-campus. In the judgment of CBHE staff, recognized cooperative programs between institutions of a multiple campus system are eligible for inclusion in the sponsoring institution's instructional base and should be included as part of the on-campus budget.

In other cases at the University of Missouri, as well as at Southern, there have been some misunderstandings of current Board practice concerning which sites must be reported as off-campus. In the case of Southern, all of the off-campus offerings were treated as on-campus in the FY 1989 budget request. In the case of the University of Missouri, UMC's master's in public administration program in Jefferson City and UMSL's programs at Lindbergh High School and Missouri East Correctional Facility were all treated in the FY 1989 budget as on-campus for budgetary purposes. (The Commissioner has been in contact with officials of each institution to ensure that future budget data will treat all off-campus offerings in a consistent manner and in accordance with Board policy.)

Section 163.191.3 RSMo establishes the possibility of state funding for out-of-district courses offered by public two-year institutions and Section 173.030.(4) RSMo establishes similar conditions for off-campus courses offered by public four-year institutions. Passage of these statutes suggests that both two- and four-year public institutions may increase the amount of out-of-district and off-campus activity that will be eligible for general revenue appropriations. These statutes also require, however, that the Coordinating Board develop a structure for making decisions that will affect the Board's budget request to the Governor and the General Assembly. As a consequence, procedures for determining when off-campus offerings can be counted as on-campus for budgetary purposes or when they should be treated separately under the new statutes will require the Board's consideration prior to the next budgetary cycle. Discussions regarding these matters have already been initiated by the Board staff with the CBHE Advisory Committee in the context of promulgating an appropriate administrative rule.

## **SUMMARY OBSERVATIONS AND FINDINGS**

### **Trends**

In the time that has passed since the CBHE adopted the 1978 Task Force Report on Off-campus Education, a number of changes have occurred in off-campus and out-of-district programming in the state of Missouri. Foremost among these changes is the dramatic increase in courses offered and headcount enrollments over the past decade. Table 14 provides comparative information between FY 1979 and FY 1988 for the number of courses offered, headcount enrollment, and number of counties served.

**TABLE 14**

**Off-campus/Out-of-district Survey  
Fiscal Year 1979 and Fiscal Year 1988**

**Courses, Duplicated Course Enrollment, and Counties Served  
Public and Independent Institutions**

|                      | FY 1979 | FY 1988 | Percent<br>Change |
|----------------------|---------|---------|-------------------|
| Headcount Enrollment | 11,498  | 70,983  | 517.4%            |
| Number of Courses    | 601     | 5089    | 746.8%            |
| Number of Counties   | 70      | 82      | 17.1%             |

Clearly, the growth that is represented by these significant changes is indicative of an increasing demand for postsecondary educational opportunities away from the home campus. All indicators suggest that this number will continue to increase in the immediate future. While data on the demographic characteristics of off-campus and out-of-district students is not presently available, it is reasonable to assume that nontraditional students and part-time students will continue to increase their participation in higher education through off-campus and out-of-district courses.

**Institutional Participation**

This analysis of off-campus and out-of-district courses indicates that there was a substantial amount of this activity across the state in FY 1988. The involvement of the independent four-year institutions was significantly greater than that of the public institutions (both two- and four-year); however, both sectors provided service to a large number of students. While the public institutions offered fewer external degree programs (almost all of which were at the master's level), they were active in providing courses in a greater number of counties -- including many in less densely populated areas of the state. At the same time, several counties that could possibly benefit from off-campus programming remained without services from either public or independent institutions.

**Sites**

There were 440 unique sites where courses were offered (324 public; 116 independent). Major differences existed between the public and independent sectors on a number of site characteristics. Although a majority of sites were located in public school buildings (60.2 percent), the independent sector was more likely to use a variety of facilities compared to the public sector. Other types of facilities included churches, hospitals, and government/commercial/industrial locations. While the public sector relied almost totally on facilities that were provided

at no charge (90.4 percent), the independent sector was more likely to utilize rented/leased facilities (54.3 percent). Students were not provided with instructional support resources (counseling and advising, laboratories, libraries) in 38.9 percent of the site locations. Nevertheless, independent institutions provided some form of support resources at 66.4 percent of their sites and the corresponding figure for public institutions was 59.3 percent. Some administrative presence was reported for only a small portion of sites (23.2 percent). Independent institutions, however, were much more likely to provide an administrative presence compared to public institutions (61.2 percent versus 9.6 percent, respectively). The relative lack of instructional support resources and administrative presence in the public sector is tempered by the large number of sites (54.7 percent) that offered only one course during FY 1988.

### **Efficiency and Duplication**

There was a large range of class sizes in both the public and independent sectors (1-128 for the publics; 1-165 for the independents). The average class size (16.1 for the publics; 13.0 for the independents), the number of small classes of 1-9 students (28.1 percent for the publics; 40.1 percent for the independents), and the number of sites that were 100 miles or more from the sponsoring institution (25.5 percent for the publics; 41.4 percent for the independents) are factors that raise questions about the efficient use of resources. While there are many reasons why a number of institutions may provide services in the same county and why some institutions offer services a great distance from their home campus, the data suggest that some courses offered at 100 or more miles from the sponsoring institution appear to be the types of courses that could readily be offered by institutions in closer proximity to the site location. Courses offered outside an institution's service region and the extent to which off-campus activity is consistent with an institution's mission are additional factors that influence efficiency and potential duplication. In addition, the concentration of small classes, especially in high population areas, suggests that some potential duplication of services among institutions might be avoided without adversely affecting access. Questions of unnecessary duplication require much greater attention than possible in this limited study.

### **Access**

The usefulness of off-campus/out-of-district course survey data to evaluate issues related to access is limited at best. While these data show that there were 24 counties that had no credit courses offered during FY 1988 (either as off-campus or out-of-district or on-campus by an institution located in that county), most of these counties were located adjacent to counties that had some services. However, the type of courses offered in any particular county was not examined in depth for this study. In some cases it is likely that the courses offered were highly specialized courses targeted for a specific group of professionals. Furthermore, in some instances as few as one or two courses may have been offered in the adjoining county. Consequently, a clear understanding of the breadth of offerings available through off-campus and out-of-district offerings has yet to be determined.

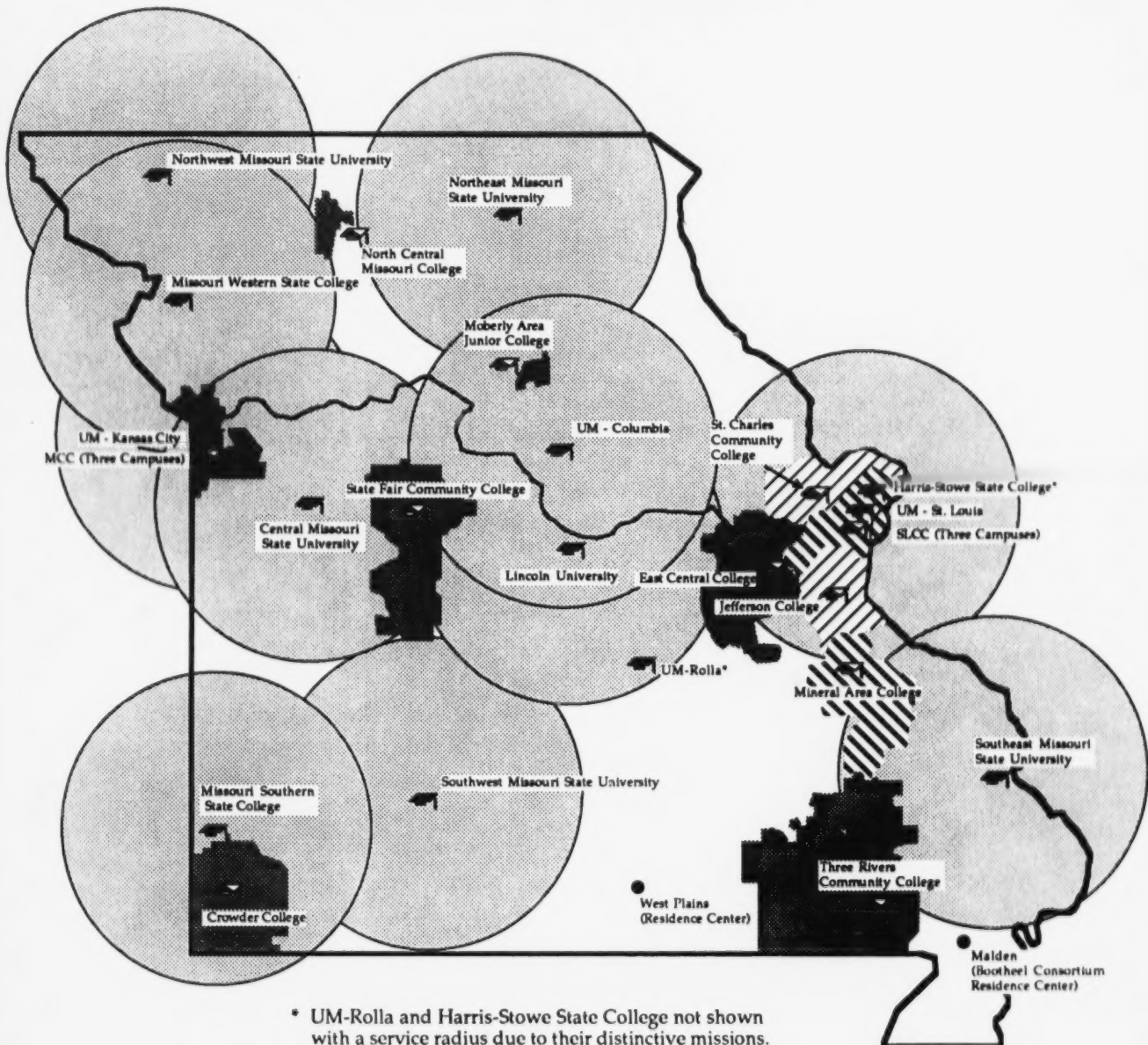
At the same time, the distribution of public institutions throughout the state of Missouri suggests that the great majority of citizens who are willing to travel 50 miles have access to a

comprehensive set of baccalaureate programs. Display XVI shows the parts of the state that are either within 50 miles of a public four-year comprehensive institution or within the district of a public two-year institution. The West Plains and Malden (Bootheel) Residence Centers are also shown. Only in the south-central region, the northern Mississippi Valley, a narrow band in north-central Missouri, and a few other rural areas are Missouri residents not within 50 miles of a public four-year institution. However, travel time in some areas may be substantially greater than in others due to differing geography, road conditions, and traffic congestion. In addition, this access is contingent upon the scheduling of courses and programs at hours convenient to working adults and nontraditional students. Furthermore, the state's community college districts provide additional opportunities for lower division course work. Twenty-four comprehensive and/or liberal arts accredited independent institutions also provide additional access, though financial factors may be prohibitive for some students.

In addition to credit courses, it is important to note that noncredit opportunities are also provided throughout the state by the University of Missouri through its Extension programs and by other off-campus outreach programs. Each county has a local county extension council that works closely with staff from Extension in assessing the needs of its county.

# DISPLAY XVI

## Missouri Public Institutions of Higher Education\*



## Missouri Public Institutions of Higher Education

-  Four-year Public Colleges with 50-mile service radius
-  Two-year Public Colleges with approximate district boundaries

## Finances

Although financial information was not reported by independent institutions, the characteristics of sites where off-campus and out-of-district courses were offered during FY 1988 confirm important differences in the funding base between the independent and public sectors. Clearly, decisions in the public sector concerning expenditures for site locations, support resources, and administrative presence are affected by the financial constraints experienced by these institutions.

At the same time, the financial data reported for the public sector indicated that all institutions except for two (UMR and Southern) had self-supporting off-campus and out-of-district for-credit course programs. In the case of UMR, since the University's Extension program also receives unrestricted funds that were not reported in the section on finances, it may be inappropriate to view its programs as operating at a deficit. Although most institutions supported some sites that showed a deficit, these were balanced by others that had a surplus. In some instances the amount of surplus exceeded \$140,000 although these figures did not include indirect costs or administrative overhead. The existence of a sizeable surplus raises quality control concerns that should be examined in future studies.

While most sites are expected to be self-supporting, six sites have been identified that had expenditures for off-campus courses that were treated, or should be treated, as on-campus for budgetary purposes. As the delivery of higher education opportunities becomes more complex, the way revenues and expenditures should be reported in future budget requests is an issue that should be examined in more detail. The incentive to offer services by the public four-year sector is affected by the criteria used to identify a course as on-campus or off-campus and the implication of this distinction for general revenue support. Some consideration may appropriately be given to the possibility of extending campus boundaries to include sites within the home county, or for institutions in St. Louis, Kansas City, and Springfield, within the metropolitan area. This change would result in increased incentives to offer more courses in closer proximity to the home campus. Furthermore, implementation of House Bill 1456 (Section 163.191.3 RSMo and Section 173.030.(4)) will also have a positive impact on the incentives for public institutions to offer course work and degree programs off-campus or out-of-district.

## Quality

Concerns about academic quality focus attention on support resources available to students in off-campus and out-of-district courses and excessive reliance on adjunct faculty. The lack of support resources available to students at some sites and the potential effect of this fact on academic quality suggests that further analysis beyond the scope of this study should be completed. It is important to note that extensive support resources are not required in all situations, e.g., a contract course that is not open to the public and addresses a specific one-time need for a particular target group. In other situations support resources may not be available on site but may be available at locations near the site, e.g., on-campus libraries. In addition, the nature of some courses does not require the use of laboratories or specialized equipment.

At the same time, some academic advising and counseling should be made available to all students who take off-campus credit. From a statewide perspective, the potential of sharing support resources among institutions should be explored as a viable option, especially in situations where academic quality is adversely affected by the lack of available support resources.

Other concerns about quality are potentially affected by the reliance of some institutions on the extensive use of adjunct faculty members and/or the delivery of services at a great distance from the home campus. The extent to which institutions address issues of quality control, especially in the context of these dimensions, is a subject that needs to be examined in more detail.

## CONCLUSIONS

### Future Directions

The off-campus and out-of-district surveys that have served as a basis for this report have provided important baseline information concerning the magnitude of activity that occurs away from the home campus. A sizeable group of Missouri's citizens is involved in taking advantage of these opportunities. As the volume of activity increases, the issues of efficiency, duplication of services, and quality control that have been raised in this report will become that much more complex.

Continued systematic study of off-campus and out-of-district activity on an annual basis is necessary for a determination of important trends that have implications for public policy considerations. Although some degree of flexibility and competition among institutions is healthy and necessary, an environment that fosters competition over cooperation, particularly among public institutions, is unlikely to be in the state's best interest.

Further analysis is required to determine whether the present arrangements have served the public's interest well or whether some modifications of the current policy environment would be appropriate. In this context, the relevance of the Board's policy statement titled "Statewide Delivery of Instruction" and the guidelines established by the former Task Force on Off-Campus Education should be examined carefully in planning for off-campus and out-of-district instruction over the next decade.

In addition, the findings that will emerge from the three regional task forces studying the needs and demands for postsecondary education in southeastern, southwestern, and northern Missouri and the recommendations that will be forthcoming from the Task Force on Telecommunications Policy, Planning, and Coordination should be integrated into all future deliberations about off-campus and out-of-district instruction. Although these various task forces will be involved in important deliberations that will affect off-campus and out-of-district instruction, they are not charged to evaluate the total situation affecting the delivery of instruction away from the home campus.

It is clear from the analysis of off-campus and out-of-district instruction for FY 1988 that there should be more systematic study of three broad areas of concern: 1) institutional missions and plans; 2) appropriateness of current CBHE policies and procedures; and 3) coordination of the delivery of services. A CBHE task force, responsible for examining the status of off-campus and out-of-district education, would be an effective mechanism for addressing these three broad areas of concern.

### **Institutional Missions and Plans**

The extent to which off-campus and out-of-district instructional activities should be incorporated in, and consistent with, institutional missions and approved institutional plans should be clarified. Within this context, the relevance of statutory service regions and statewide missions should also be examined.

### **Appropriateness of Current Policies and Procedures**

The continued growth in out-of-district and off-campus activity intertwined with technological change requires careful reconsideration of CBHE policies and procedures. Specific concerns include ensuring that appropriate standards are applied in the implementation of fiscal policies, the establishment of residence centers and cooperative programs, and the utilization of telecommunications delivery systems. Furthermore, all CBHE policies relating to out-of-district or off-campus instruction should be reviewed to assure that quality control issues are adequately addressed and appropriately monitored in the future.

### **Coordination of the Delivery of Services**

Without a formal coordination structure, development of a statewide perspective concerning the needs of Missouri citizens for off-campus and out-of-district instruction will be very difficult, if not impossible. Consideration should be given to the reinstitution of regional coordinating councils, or similar organizations, as well as development of appropriate relationships among the CBHE, public, and independent institutions in the delivery of off-campus and out-of-district instruction. While there are differences in the relationship to the state between public and independent institutions that would influence the results of such coordination, cooperation among all institutions could provide a number of benefits. Although many services were provided at different locations in numerous counties, a structure for communication among institutions would be helpful in exploring ways to share support resources, e.g., libraries, laboratories, and perhaps even some academic advising and counseling. In addition, potential joint ventures among institutions could increase efficient delivery as well as avoid unnecessary duplication of services.

## RECOMMENDATIONS

Based on the findings of this study, the following recommendations have been developed for the Board's consideration.

**RECOMMENDATION #1:** It is recommended that the Coordinating Board direct the Interim Commissioner to appoint a Task Force on Off-campus and Out-of-district Instruction to:

A. Review and report to the CBHE on the issues identified in this report, paying particular attention to the current policy environment as it relates to the following:

- (1) The role of institutional missions, plans, and service regions;
- (2) Fiscal reporting requirements, establishment of residence centers and cooperative programs, and quality control matters; and
- (3) Reinstatement of an appropriate coordination mechanism, such as regional coordinating councils, as well as the CBHE's role in the operation of such an activity.

B. Make its report on appropriate public policy alternatives at the Board's February 1990 meeting.

**RECOMMENDATION #2:** It is recommended that the Coordinating Board instruct the Board staff to collect annually information related to off-campus instructional activity by public and independent four-year institutions.

**ATTACHMENT I**

REPORT OF THE TASK FORCE ON  
OFF-CAMPUS EDUCATION

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*Loretta Glaze Elliott, Chairman*

*Leonard Douglas*

*Robert Gilmore*

*William A. Keim*

*Bruce Kelly*

*Joseph Kelly*

*Robert Leestamper*

*Donald Shook*

*Everett Walters*

Missouri Department of Higher Education  
June 1978

## INTRODUCTION

In July, 1977 the Coordinating Board for Higher Education authorized the establishment of a Task Force on Off-Campus Education with the charge of addressing two primary issues: duplication of course offerings and quality of course offerings at off-campus locations. The Task Force, composed of educational leaders representing all sectors of higher education institutions in Missouri and the Department of Higher Education, began meeting in September. In addition, a survey of all off-campus offerings was undertaken by the MDHE and the results of the survey were made available to the Task Force in November. A report of that survey is included as an appendix to this report.

The final report of the Task Force was presented to the Coordinating Board for consideration in June, 1978, as reproduced here. It presents a set of guidelines which, if followed by institutions offering courses at off-campus locations, would serve to ensure that reasonable standards of quality are being met. In addition, the report recommends the establishment of regional coordinating councils in those areas of the state where problems or potential problems of duplication exist.

The Coordinating Board for Higher Education adopted the report of the Task Force and, in so doing, adopted the guidelines as a policy statement of the CBHE to be followed by all institutions of higher education in Missouri. The Coordinating Board also adopted the recommendation of the Task Force regarding the formation of regional coordinating councils which are being formed under the direction of the Department of Higher Education.

The Department of Higher Education is grateful to all higher education institutions in Missouri for their cooperation with this project, with special appreciation to those institutions represented by the members of the Task Force. The members are commended for their enthusiastic commitment to the charge given them and for the cooperative and productive manner in which the Task Force functioned.

Loretta Glaze Elliott  
July, 1978

## OFF-CAMPUS EDUCATION

Historically off-campus education has been and continues to be a means of extending learning opportunities to persons who, for the most part, do not have direct access to higher education institutions. This group is constrained from participation in courses and programs offered on-campus for reasons that include distance, family responsibilities, and job obligations. While it is not totally an adult clientele, in large part, courses and other educational activities taking place away from the traditional classroom located on a college campus are filling the needs of adults seeking diverse kinds of postsecondary educational opportunities.

The concept of lifelong learning is steadily gaining in popularity and acceptance. Nationally, enrollment in off-campus education is continuing to show growth due to such factors as the increasing complexity and changing nature of job demands, increasing amounts of leisure time, and the trend toward state requirements for additional education for persons in many occupations and professions in order to retain licensure or certification. The additional factor of the relatively higher proportion of the total population who are adults, many of whom are enrolling in college courses for the first time or are returning after a number of years away from a campus, is especially relevant to off-campus education.

The educational needs of those who are enrolling in higher education programs offered off-campus fall into four categories: (a) those adults who seek degrees but find it difficult to participate in traditional higher education programs; (b) those who are upgrading and updating career related knowledge and skills; (c) adults interested in personal or avocational development; and (d) community service-oriented continuing education programs.

Higher education institutions in Missouri have been making educational opportunities available to the people of the state at off-campus locations for many years. Some institutions have developed extensive programs. Indeed, all institutions do not have the same role to play in extending postsecondary education in Missouri through off-campus activities. The role and mission of each institution determine its appropriate involvement in off-campus education just as the mission of each institution is the basis on which the on-campus programs develop.

Certain aspects of off-campus instruction have, on occasion, been controversial. While there is no inherent diminution of quality in the instructional programs of an institution because they are offered away from the traditional campus classroom, some analysts and policy makers, including state legislators, have concluded that off-campus instruction is not comparable in quality to on-campus education. In some cases this conclusion may have been true in the past and, may still be true. However, this is not true in all cases, and, indeed, there is no reason why off-campus programs cannot be of quite superior quality.

In addition to the matter of quality, there has been in Missouri and elsewhere another key issue relating to off-campus instruction: the perceived, whether or not real, unnecessary duplication of offerings in a given geographic region. The following guidelines speak to the quality dimension and offer a suggested approach to improving the coordination of offerings.

These are recommendations for all higher education institutions in Missouri, state-supported and independent, two-year and four-year institutions. In addition, institutions from outside the State of Missouri coming into the state to offer instruction should give attention to the several guidelines addressing the quality issue.

The guidelines recognize the diverse kinds of instruction offered away from the traditional classroom setting. Undergraduate and graduate degree credit instruction and noncredit instruction of many types are offered by methods very similar to on-campus instruction but take place in facilities away from the campus. There is, also, instruction offered through delivery modes such as local newspapers, open circuit television, radio, and correspondence study which sometimes may not involve any face to face contact between the student and the faculty member who is responsible for the course. Further, opportunities are available for students to go to a facility at a distance from the campus where on-site faculty facilitate the awarding of credit to students through assessment of prior learning experiences and through examination processes which are designed to recognize learning already acquired.

The single most important thread running through these guidelines is that off-campus activities should evolve from the on-campus programmatic strengths and academic expertise of the institution. Moreover, there should not be a double standard for any aspect of the educational activity of an institution.

### **Credit Instruction**

The following guidelines should be followed by all institutions offering undergraduate and graduate instruction for college credit at off-campus locations:

#### **I. Determination of Courses to be Offered**

A. Off-campus credit courses should be based in the subject matter areas of the institution offering the educational experience. They should be developed in the same manner as courses offered on-campus, including review and approval by the appropriate department or division.

B. In general, courses offered for credit off-campus should be part of the regular catalogue offerings of the institution, and should be applicable to programs in the same manner as courses taken on-campus. Special courses developed solely for off-campus teaching should be limited and should be consistent with the mission of the institution.

#### **II. Standards for Credit Courses Offered at Off-Campus Locations**

A. Off-campus credit courses should carry the same course number, represent the same course content, and use the same procedures for evaluating student performance as those courses offered on-campus.

B. There should be one set of institutional admission standards for students, whether or not the student is enrolled in courses offered on- or off-campus.

C. The instructional time per credit hour earned should be the same for on-campus and off-campus courses.

D. Each institution's policy should be stated clearly regarding the number of credit hours applicable to a degree program which must be earned in residence on its campus and should clearly define "in residence." Such a statement should be included in the catalogue and other materials published by the institution, and should be made readily available to students taking courses off-campus.

E. The standards for awarding grades for a course should be the same for on-campus and off-campus courses.

### III. Faculty

A. The faculty teaching off-campus credit courses should, generally, be members of the regular staff of the institution offering the course, and should be fully qualified to teach the course, as determined by the academic department.

B. Wherever possible, off-campus credit courses should be taught as a part of the regular teaching load of the faculty member rather than in addition to the regular teaching load.

C. Adjunct and/or part-time faculty should possess the same or equivalent qualifications as the regular faculty and should be approved formally by the academic department or division through which the credit course is offered. Institutions should adopt policies relating to the employment of adjunct and/or part-time faculty which ensure that the use of such faculty does not result in dissipation of academic quality.

### IV. Administrative Organization and Academic Policies

A. Each institution should have available a written policy which sets forth the administrative organization and the instructional supervision and evaluation procedures for its off-campus offerings to ensure the guidelines in Section II are followed.

B. As in on-campus courses, the following practices should be followed for off-campus credit courses:

1. A statement should be made available to each student at the beginning of each course setting forth the objective of the course and the expectations of the faculty member in regard to such matters as class attendance, participation, term papers, library work, examinations, etc.
2. There should be a regular evaluation of off-campus courses and faculty by students, administrators and departmental personnel.
3. Continuing curriculum review procedures should be established by each institution for its off-campus offerings, including:
  - a) standards and guidelines by which the off-campus program will be evaluated;
  - b) designation of a committee or other administrative unit to be responsible for such evaluations.

V. Availability of Educational Resources and Suitability of Facilities

- A. Courses to be taught off-campus should be given special review with regard to the need for, and availability of, library resources. Some courses can be taught off-campus without extensive library resources at the site. However, other courses should not be taught off-campus because extensive use of specialized library resources is essential to their success. The institution offering courses off-campus for credit should be particularly mindful of the need for library resources. The resources of community libraries and of educational institutions located in the area may be used to assure these needs are met.
- B. Some courses require laboratory facilities, specialized equipment such as computer terminals, audio-visual aids or other special resources. The institution offering such courses off-campus should assure that appropriate support requirements are met.
- C. The facilities in which an off-campus course is to be taught must be adequate to the needs of the course. Equipment, ventilation, light and the general environment should be conducive to learning. An important consideration in the selection of facilities in which off-campus courses will be offered should be the accessibility of the facility to physically handicapped students.

## VI. Student Services

A. Each institution should make available academic advisement and counseling to students taking off-campus credit courses.

B. Each institution offering credit courses off-campus has the responsibility to make available to students enrolled in these courses information regarding its program admissions procedures, financial aid available, and information regarding specialized services and facilities of the institution, including which of those facilities and services might be available to students enrolled at off-campus locations. Such information might be presented in handbook form and distributed to students at the off-campus sites.

## VII. Credit for Prior Learning Awarded by Examination or by Nontraditional Assessment Methods

A. The policies and procedures for granting such credit, including the maximum number of such credit hours which are applicable to a specific degree program, and the minimum scores which are acceptable, should be clearly specified in written guidelines available to the student and the educational community in order to provide assurance that valid educational practices are being followed.

B. The campus-based faculty and administration of the institution should develop, administer, and evaluate these policies and procedures.

C. The maximum number of such credit hours applicable to a specific degree program should be the same for students enrolled at off-campus locations as for students enrolled on-campus.

D. The standards for awarding credit to students enrolled at off-campus locations should be the same as the standards applied to students enrolled on-campus, regardless of whether the credit recognizes traditional classroom learning or results from the systematic evaluation of experiences which have taken place outside the classroom.

E. Credit should be recorded on the transcript in the same manner for students enrolled at off-campus locations as for students enrolled on-campus.

F. Promotional and recruitment activities for these nontraditional activities should accurately convey the policies and procedures which will be followed in determination of credit to be awarded.

Credit courses are also made available to students through methods other than classroom instruction, as noted earlier. Open circuit television, radio, newspaper and correspondence

courses are means of providing instructional opportunities to students who cannot come to the campus. The above guidelines I through VI relating to classroom instruction are, on the whole, applicable to the other methods.

### **Noncredit Instruction**

Noncredit instructional activities serve a variety of purposes whether offered on- or off-campus. Short courses, workshops, conferences, and symposia which do not award academic credit serve many needs. Some noncredit activities are offered, for example, to provide employed persons with continuing education opportunities in their particular vocations. General interest courses are offered in response to requests from groups or individuals who seek instruction for avocational objectives. Still other noncredit instruction is offered to disseminate new profession/occupation related knowledge or techniques to farmers, optometrists, secretaries, pharmacists, and others. Institutions which offer specialized educational programs in such diverse areas as dentistry, pharmacy and aviation technology are called upon to offer special noncredit instruction both on- and off-campus. In certain instances, such courses may need to be offered at off-campus locations across the state from the campus.

The following guidelines relate to noncredit instruction:

- I. Institutions should determine, according to their particular overall mission, the extent to which they will offer noncredit general interest courses.
- II. Institutions should consider the extent to which such noncredit courses are appropriate to the mission of the institution in particular and to higher education in general.
- III. Institutions should follow the same procedures and apply the same standards for off-campus noncredit activities as are applied to noncredit activities offered on-campus with regard to selection of courses, faculty and administrative supervision.
- IV. Each institution should state clearly its policy regarding the offering of noncredit courses at off-campus locations.
- V. Guidelines should be developed by each institution to be used in evaluating the off-campus noncredit activities.

### **Regional Coordinating Councils for Off-Campus Instruction**

In order to address issues and problems concerning off-campus instruction among all institutions of higher education in Missouri, the Department of Higher Education should sponsor the establishment of regional coordinating councils consisting of representatives from all institutions of higher education in certain designated regions of the State. \* The regions should not necessarily be congruent with existing "service districts," nor should the concept of the service district be construed to relate to the concept of a regional coordinating council. Each

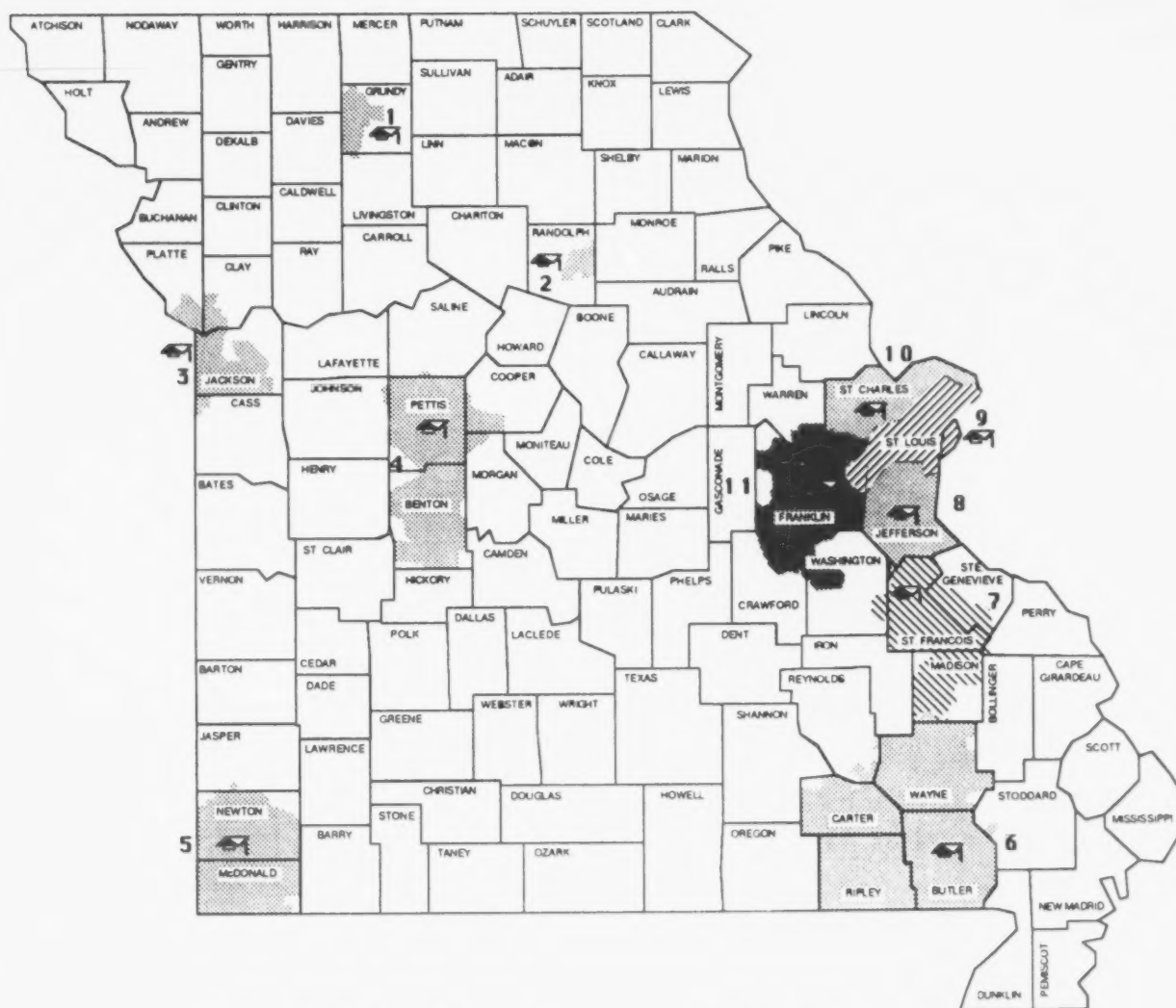
council should be composed of one institutional representative from each state-supported and independent institution offering off-campus courses on a continuing basis in the region, and one representative from each institution located in the region regardless of whether it offers courses off-campus. One representative shall serve as chairman on an annual basis. Each council should meet at least once annually, more often if necessary.

Each regional coordinating council should endeavor: to provide coordination of course offerings; to prevent the unnecessary duplication of courses; to work for the sharing of library resources, computer facilities and other academic support services; to serve as a means for the identification of unmet needs in off-campus educational opportunities; and to serve as the monitor of the guidelines developed by the Off-Campus Task Force of the Department of Higher Education. Minutes of council meetings should be recorded and copies sent to all members as well as the Commissioner of Higher Education.

The Department of Higher Education should provide general oversight of the activities of the several councils and lend advisory and consultative services to ensure the continuity and success of the councils. The Coordinating Board for Higher Education should assign a staff person to attend each regional coordinating council meeting. A staff member, designated by the Commissioner of Higher Education should be responsible for calling the initial meeting.

ATTACHMENT II

# Missouri Public Two-year College Districts (approximate boundaries)



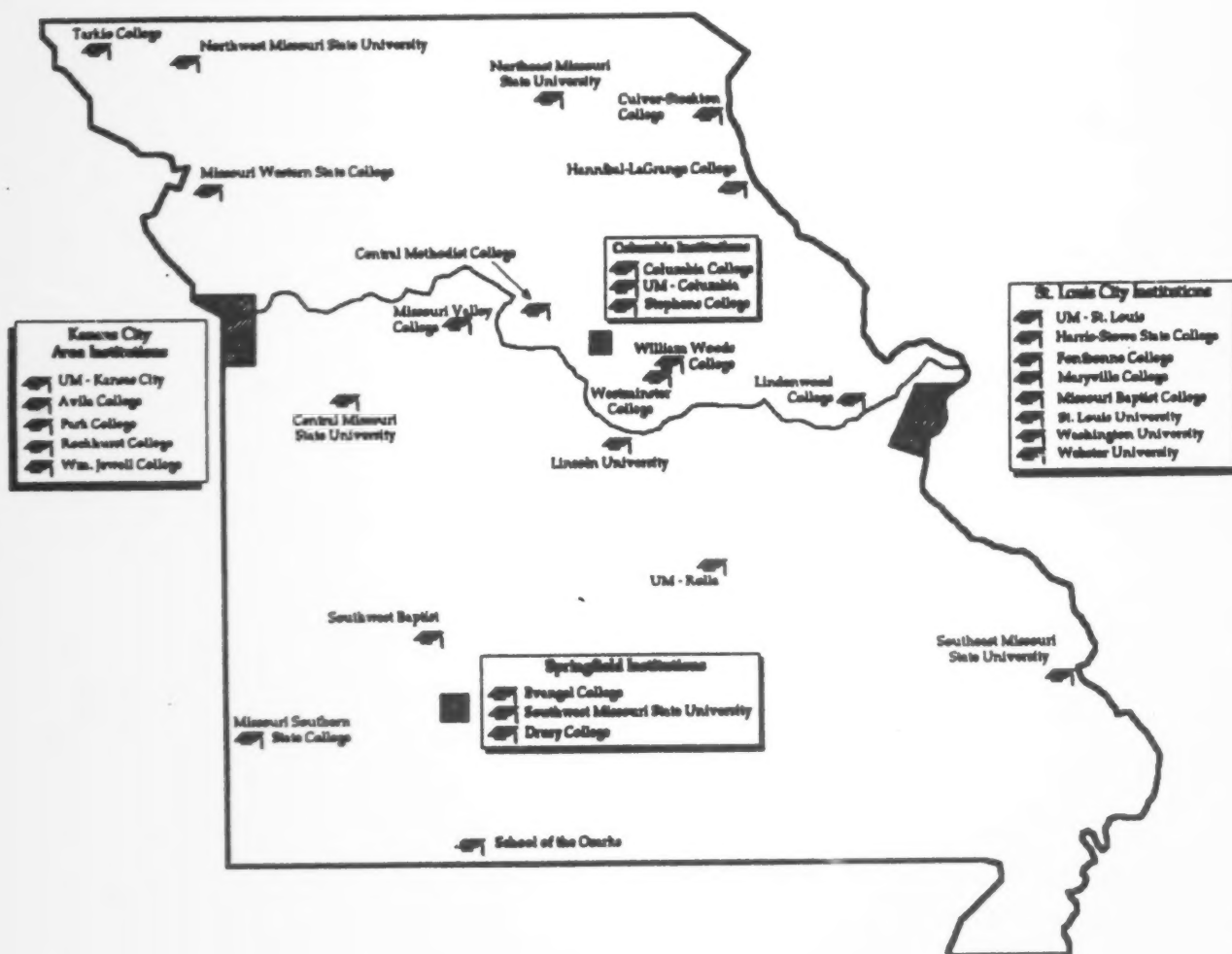
1. North Central (Formerly Trenton)
2. Moberly Area
3. Metropolitan
4. State Fair
5. Crowder
6. Three Rivers

7. Mineral Area
8. Jefferson
9. St. Louis
10. St. Charles
11. East Central

**ATTACHMENT III**

# Missouri Four-year Institutions of Higher Education

-  Four-year Public Colleges
-  Four-year Independent Colleges



ATTACHMENT IV

Missouri Coordinating Board for Higher Education  
Survey of Off-campus Courses by Instructional Site, Fiscal Year 1988

Sponsoring institution \_\_\_\_\_  
Name of person responding \_\_\_\_\_ Tel. # \_\_\_\_\_  
Off-campus location \_\_\_\_\_  
Street City or Town County

PART A: FACILITY, FACULTY, AND ADMINISTRATION

Please provide the following information about this site:

1. How far is this site from the main campus of the sponsoring institution? \_\_\_\_\_  
(please specify miles)
2. When were courses first offered at this site? \_\_\_\_\_  
(month/year)
3. Type of site: \_\_\_\_\_ commercial/industrial \_\_\_\_\_ school \_\_\_\_\_ civic  
\_\_\_\_\_ governmental \_\_\_\_\_ other \_\_\_\_\_  
(please specify)
4. Support facilities available on-site: \_\_\_\_\_ laboratories  
\_\_\_\_\_ library \_\_\_\_\_ support services (advising, counseling, etc.)  
\_\_\_\_\_ other \_\_\_\_\_ (please specify)
5. Site status: \_\_\_\_\_ owned \_\_\_\_\_ leased  
\_\_\_\_\_ other \_\_\_\_\_ (specify)
6. Name and title of person on-campus who has administrative responsibility for this site:  
\_\_\_\_\_  
(Name and Title)

- Part-Time: Full-Time:
7. Is there an administrator on-site? \_\_\_\_\_ Yes \_\_\_\_\_ No \_\_\_\_\_ Yes \_\_\_\_\_ No

8. Course assignments during FY 1988:

- a. Number of courses assigned to adjunct faculty: (1) \_\_\_\_\_
- b. Total number of courses assigned to faculty holding regular full-time appointments: (2) \_\_\_\_\_  
Number of courses involving inload assignments: (3) \_\_\_\_\_  
Number of courses involving overload assignments: (4) \_\_\_\_\_
- c. Grand Total (sum of lines 1 and 2) 74 (5) \_\_\_\_\_

9. List on a separate sheet any external degree programs available at this site.

# PART B: FINANCES

Please provide the following fiscal information for instruction provided at this site in fiscal year 1988.

Site \_\_\_\_\_

|                            | <u>Revenues</u> |             |             |          |               |
|----------------------------|-----------------|-------------|-------------|----------|---------------|
|                            | Fall 1987       | Spring 1988 | Summer 1988 | Other ** | FY 1988 Total |
| Student Fees               | \$ _____        | \$ _____    | \$ _____    | \$ _____ | \$ _____      |
| Third-Party Contribution * | \$ _____        | \$ _____    | \$ _____    | \$ _____ | \$ _____      |
| Other Revenue (list below) |                 |             |             |          |               |
| _____                      | \$ _____        | \$ _____    | \$ _____    | \$ _____ | \$ _____      |
| _____                      | \$ _____        | \$ _____    | \$ _____    | \$ _____ | \$ _____      |
| <b>TOTAL REVENUE</b>       | \$ _____        | \$ _____    | \$ _____    | \$ _____ | \$ _____      |

|                                 | <u>Expenditures</u> |          |          |          |          |
|---------------------------------|---------------------|----------|----------|----------|----------|
| Faculty and Staff               |                     |          |          |          |          |
| Salaries and Benefits           | \$ _____            | \$ _____ | \$ _____ | \$ _____ | \$ _____ |
| Expense and Equipment           | \$ _____            | \$ _____ | \$ _____ | \$ _____ | \$ _____ |
| Other Expenditures (list below) |                     |          |          |          |          |
| _____                           | \$ _____            | \$ _____ | \$ _____ | \$ _____ | \$ _____ |
| _____                           | \$ _____            | \$ _____ | \$ _____ | \$ _____ | \$ _____ |
| <b>TOTAL EXPENDITURES</b>       | \$ _____            | \$ _____ | \$ _____ | \$ _____ | \$ _____ |

\* Contract fees or other cash contributions

\*\* Use this column for off-schedule courses

## PART C: COURSES OFFERED

Please provide the following information for each course scheduled to be offered.  
Use extra sheets as needed.

Site \_\_\_\_\_

Term \_\_\_\_\_

[illegible]

\* COURSE TYPE CODE

1. General Education
2. Course Toward A Major
3. Continuing Education
4. Other (Please Specify)

\*\* CREDIT HOURS

Use NC for  
non-credit  
courses

### \*\*\* HEADCOUNT ENROLLMENT

Use N.A. if course was cancelled due to low enrollment or for other reasons

ATTACHMENT V

Off-campus/Out-of-district Course Survey  
Fiscal Year 1988Sites with a Deficit  
Public Two- and Four-year Institutions

| Institution                          | Site                   | Revenues | Expenditures | Balance  |
|--------------------------------------|------------------------|----------|--------------|----------|
| <u>Public Two-year Institutions</u>  |                        |          |              |          |
| North Central                        | Bethany                | 1,664    | 1,752        | (88)     |
| East Central                         | Hermann                | 703      | 870          | (167)    |
| Mineral Area                         | Ironton                | 10,776   | 13,273       | (2,497)  |
| <u>Public Four-year Institutions</u> |                        |          |              |          |
| UMC                                  | St. Charles            | 6,052    | 6,325        | (273)    |
|                                      | Meramec                | 9,799    | 44,414       | (34,615) |
| UMKC                                 | UMKC Conference Center | 2,763    | 8,430        | (5,667)  |
| UMR                                  | Fort Leonard Wood      | 32,008   | 36,118       | (4,110)  |
|                                      | SMSU                   | 18,074   | 21,439       | (3,365)  |
| UMSL                                 | Webster Groves         | 1,802    | 2,430        | (628)    |
|                                      | Parkway North          | 3,670    | 4,263        | (593)    |
|                                      | Parkway West           | 397      | 450          | (53)     |
|                                      | Post Office            | 3,040    | 3,555        | (515)    |
|                                      | Fort Zumwalt           | 6,144    | 6,165        | (21)     |
|                                      | Normandy HS            | 3,686    | 4,163        | (477)    |
| Central                              | Nichols Career Ctr.    | 2,160    | 2,256        | (96)     |
| Lincoln                              | Dept. of Corrections   | 1,350    | 1,398        | (48)     |
| Southern                             | Nevada                 | 9,576    | 20,193       | (10,617) |
|                                      | Cassville              | 1,512    | 2,142        | (630)    |
|                                      | Neosho                 | 10,592   | 16,965       | (6,373)  |
|                                      | Lamar                  | 5,976    | 11,307       | (5,331)  |
|                                      | Mt. Vernon             | 4,320    | 4,508        | (188)    |
|                                      | Monett                 | 11,556   | 16,936       | (5,380)  |
| Western                              | Cameron HS             | 5,015    | 5,213        | (198)    |
| Southeast                            | Kennett                | 34,028   | 37,147       | (3,119)  |
|                                      | Dexter                 | 8,492    | 10,286       | (1,794)  |
|                                      | New Madrid             | 16,377   | 18,367       | (1,990)  |
|                                      | Freemont               | 1,728    | 2,138        | (410)    |
|                                      | Poplar Bluff           | 1,728    | 1,880        | (152)    |
|                                      | Three Rivers CC        | 1,584    | 2,416        | (832)    |
|                                      | Perryville             | 6,046    | 7,563        | (1,517)  |
|                                      | Mineral Area CC        | 10,971   | 11,893       | (922)    |

As can be seen from Attachment V, the largest deficit reported for an individual site was by UMC for the courses offered at Meramec (\$34,615). The services delivered, however, represented a complex set of activities that included more than offering just course work at this particular site. This project originated as a result of requests from community college presidents in the St. Louis and eastern Missouri areas and involved placement of a faculty member from UMC in residence each semester at Meramec. In addition to providing courses to community college personnel, research projects were launched, consultation and technical assistance were provided to community college administrators and faculty, and professional development experiences were offered, including but not limited to, credit courses. Consequently, it is misleading to view the \$34,615 deficit as representing only course instruction. The total project, which was offered through University Extension, was designed to meet multiple objectives. University of Missouri-Columbia was able to balance this sizeable deficit from other sites so that the overall balance for the institution across all sites for FY 1988 was positive.